378. 1040973
L581C

378.1040973 L581C c.1
Leonard, Robert Josselyn
The coordination of state i
R.W.B. JACKSON LIBRARY OISE CIR
3 0005 02073 6552

THE LIBRARY

The Ontario Institute

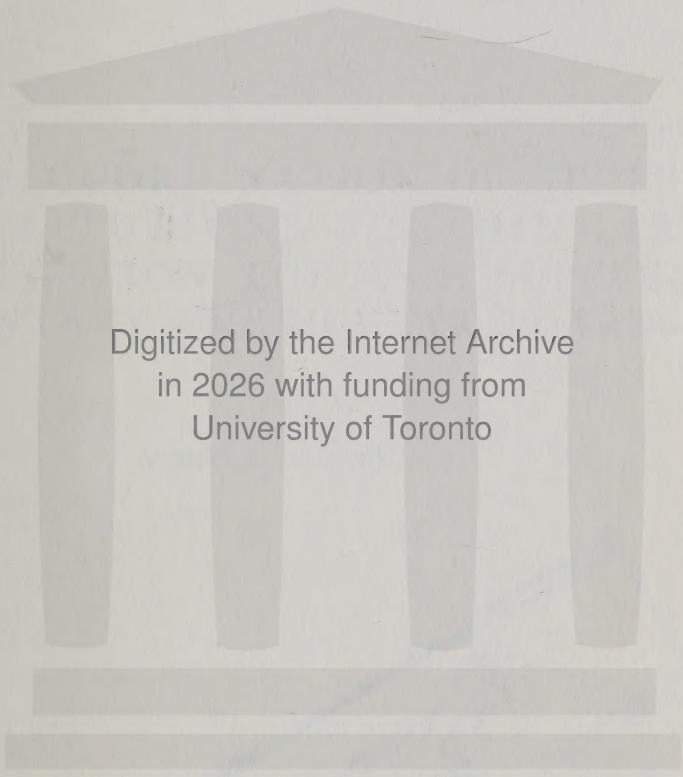
for Studies in Education

Toronto, Canada

LIBRARY

MAY 25 1972

THE ONTARIO INSTITUTE
FOR STUDIES IN EDUCATION


Digitized by the Internet Archive
in 2026 with funding from
University of Toronto

https://archive.org/details/coordinationofst0000leon

UNIVERSITY OF CALIFORNIA
DEPARTMENT OF EDUCATION

BUREAU OF RESEARCH IN EDUCATION STUDY NO. 13

THE COÖRDINATION OF STATE INSTITUTIONS FOR HIGHER EDUCATION THROUGH SUPPLEMENTARY CURRICULAR BOARDS

BY

ROBERT J. LEONARD, PH.D.

CONTENTS

CHAPTER PAGE

I. The General Character of the Problem of Coördination and the Means Adopted to Bring It About:
- I. Introductory ... 3
- II. The Character of the Conflicts Between Institutions ... 5
- III. Means Adopted to Bring About Coördination ... 12
- IV. General Purpose of This Study ... 17

II. Definitions, Purposes and Sources of Information:
- I. Definitions ... 18
- II. Purposes ... 19
- III. Sources of Information ... 40

III. Alabama State Council of Education:
- I. Establishment and Present Status of Institutions ... 42
- II. Analysis of Legislation Relating to Institutions ... 54
- III. Relations Among Institutions ... 59
- IV. The State Council of Education ... 77

IV. Oregon Board of Higher Curricula:
- I. Establishment and Present Status of Institutions ... 83
- II. Analysis of Legislation Relating to Institutions ... 93
- III. Relations Among Institutions ... 98
- IV. The Board of Higher Curricula ... 120

V. Washington Joint Board of Higher Curricula:
- I. Establishment and Present Status of Institutions ... 133
- II. Analysis of Legislation Relating to Institutions ... 144
- III. Relations Among Institutions ... 149
- IV. The Joint Board of Higher Curricula ... 173

VI. Summary and Conclusions:
- I. Conditions in the Three States ... 181
- II. Results Attained by the Supplementary Boards ... 183
- III. Suggestions for Organizing Supplementary Curricular Boards ... 186

CHAPTER I

THE GENERAL CHARACTER OF THE PROBLEM OF COÖRDINATION AND THE MEANS ADOPTED TO BRING IT ABOUT

I. Introductory

In those states where higher education is essentially a public enterprise, it is of great importance that good will and coöperation should exist among the institutions engaged in the task. With the steadily increasing tax rate, the general popularity of higher education and the need for adding periodically new and expensive curricula, the public is vitally concerned in seeing that the state institutions are operated at a maximum of efficiency, with no serious duplications of function and no unnecessary and harmful rivalries. It is important that the place which each institution is to occupy and the policy which it is to pursue be determined in the light of the whole state problem of higher education; that each institution be strong, virile, and in a measure individualistic; and that cordial coöperation, harmony and good will shall characterize the relations among them in order to advance the cause of higher education and the public good.

The institutions, while now vitally interested, have not, in times past, seriously concerned themselves with these matters. Each institution, during its early years, has had pressing problems of its own to solve—fighting for a place in the state system, obtaining funds and students, maintaining academic and scholastic standards and developing the good-will and confidence of the people.

The first period in the development of state supported higher education—characterized by the struggle for existence—is about over in the states under consideration in this study, as well as in many others committed to public education of collegiate level. The state universities have an established place in the state systems. The place of the agricultural and mechanical arts colleges, whether as a part of the universities or as separate institutions, is no less secure. Normal schools are likewise regarded as absolutely necessary. A review of the constitutional and legislative provisions for these three types of institutions, presented in subsequent chapters, removes all doubts as

to their permanence. The place junior colleges and teachers colleges are to occupy is not so clear, but there is no doubt that in a few years the function of each will have established itself firmly in the minds of the people.

Higher educational institutions are now entering upon the second period of their existence—that of establishing working relationships with each other. The second period will be no less difficult than the first. The public is ready and impatient for coördination of effort, but, as a whole, the institutions are not. In many cases, the by-products of the early struggles are the very things which now make it difficult for institutions to develop a conception of the underlying unity of the whole enterprise of higher education and of the necessity of discovering ways and means to bring about mutual understanding.

The early struggles developed intense loyalties among students, many of whom now occupy high and important places in political and economic life. There is no doubt that the inconsistencies and inequalities of the powers of the various institutional governing boards, which are discussed later, are due, in part, to special legislation which alumi organizations have succeeded in having enacted.

Community loyalty is another by-product, highly desirable in itself, but frequently an obstacle to coördination. A community profits greatly by the presence of a state educational institution, and this benefit increases as the institution grows. In those cases, at least where cities and towns have donated money, buildings, or lands to obtain an institution, there may be some justice in the point of view that the community has a real right to obtain profit. In spite of the equity of this contention, the result is unfortunate. It has led to the political manipulation of the state legislatures by community politicians, resulting, many times, in obtaining for an institution more funds than it needed, and an unwarranted expansion of work.

The differences of opinion of long standing between members of faculties of various types of institutions as to the aims and purposes of education, the organization and content of curricula and methods of instruction constitute another obstacle to coördination. While the basic differences of opinions as to these matters reach far back into times past, they have been accentuated, rather than lessened, in this country by our haphazard method of establishing institutions with separate boards of control, thus making it difficult for instructors to meet in frequent conference and thereby discover at least some common beliefs and points of view.

II. The Character of Conflicts Between Institutions

In practically every state in the union where there is a state university, a "land-grant" college and state normal schools, relations among these institutions have not been coöperative. In some states institutions have been indifferent to each other, and in other states open hostility has prevailed. As a means of revealing the general nature of the difficulties extracts from a number of reports of presidents, survey commissions and legislative committees have been selected for presentation from the mass of available material.

Conflicts Between Land-Grant Colleges and State Universities.—Following the passage of the Morrill Act, of 1862, and the establishment of the "land-grant" colleges, intense rivalry and bitterness of feeling existed between these colleges and the state universities, particularly in those states where the colleges were organized as separate institutions. That this rivalry is not confined to the past will become evident upon reading subsequent sections of this study.

The 1877 Report of the President of the Alabama Agricultural and Mechanical College (the "land-grant" college of Alabama, now known as the Polytechnic Institute) presents a vivid picture of the relations of this school to the state university about fifty years ago.

> The opening of the College for the present year has not been as flattering as that of the year previous. Several causes have conspired to produce this result. The action of the Board of Trustees of the University at their session in July last, in reducing the expenses at that Institution, and the activity of the individual members of the Board in securing patronage for it, have drawn a few of our students to Tuscaloosa. Board is furnished there at $11.00 per month and their tuition fees are appropriated to the boarding department. All other expenses have been reduced and they publish that $95.00 per term of four and one-half months will cover the whole expense of a student at the University. In addition, they have lowered the standard of graduation so as to enable a student to receive a diploma in a shorter time, and with attainment much inferior to what was required in former years. . . . The struggle for patronage between the different colleges of the state, now inaugurated by the University, must continue for years to come; at least until returning prosperity shall enable our people to fill with respectable numbers the halls of our institutions of learning. . . .
>
> In this contest, which we have not desired, and which we have used every honorable means to divert, we are fully aware that the University has many advantages. She has a larger endowment, more and better buildings, more sightly grounds, a larger and more thriving community thoroughly devoted to her interests, and a larger faculty of instruction. She is an old established institution. Her alumni are scattered all over the state and some of them are filling high positions in the learned professions, as well as in our state and national councils. . . .

On the other hand, the college is young. . . . Its birth was heralded by the press of the state with ill concealed sneers as to its aims and with predictions of failure. . . . Alabama stands alone in the unenviable attitude of a state that has furnished not a dollar to her Agricultural College. . . . Since the close of the Civil War the University has received large amounts, borrowed from the state to build the edifices destroyed by the Federal Army. . . . Every citizen of the state approves the liberality which the General Assembly has shown that institution. But is our College to have no share in the beneficience of our common mother? Are we to be orphaned and exiled, from the shelter and protection, and fostering care which the state of Alabama shows to her other children? If so, let us know it that we may prepare, as best we can, for the only career open to us.[1]

Difficulties of Land-Grant Colleges as Parts of State Universities.—The difficulties which land-grant colleges experienced in establishing themselves were not confined to those states in which they had separate corporate existence. In California, for example, where, from the beginning, the agricultural and mechanical arts college was an integral part of the state university, there were misunderstandings as to its purpose, serious doubts as to its place in the scheme of higher education, and resistance—both tangible and intangible—to overcome.

The Atlantic Monthly, commenting editorially on the California situation in its issue of July, 1874, voices the general skepticism of that day as to the land-grant college movement. This skepticism was based essentially upon the traditional conception of higher education. It is still present to a certain degree, and is still an obstacle to harmony and coöperation between land-grant colleges and other colleges for higher learning, even where all the colleges are located on one campus and under one board of control.

There has lately been an interesting discussion in California respecting the scope of university education, which is not yet closed. . . .

At the very outset the question whether the state should maintain an agricultural school, or a university including an agricultural school, was discussed and determined in favor of the comprehensive plan. . . .

With all these prospects [the reference is here to the large opportunities before the university] there is serious danger. The chief supporter of the university [referring to funds from the Morrill Act of 1862] may be its chief destroyer. . . . During the last winter a bald effort was made openly and persistently by the farmer's granges of the state to persuade the legislature that an agricultural school and not a university should be the chief object of care; that blacksmithing and carpentry as well as plowing should be taught; according to one of the popular phrases 'to be the peers of the laborer in muscle and the peers of the scholar in mind.' . . . The cry was that of the uninformed who wanted a good thing but who disregarded the experience of the other states, and called for methods which have elsewhere been abandoned as sterile. Underlying this was the feeling, sometimes uttered as a tenant, [sic] that the state should not only give an education, but like the national

government at West Point, should provide the means of simultaneous support; or at least the university should give manual labor to all who wish it, and should keep the standards so low that those who have spent their vital forces in muscular exertion, should not be dismissed or disciplined because their cerebral action is feeble and confused. 'We don't want a Harvard or a Yale or an Oxford or a Berlin,' was frequently said. . . . Many persons wonder why the friends of the university in California prefer state aid *plus* state interference rather than private generosity *minus* state interference.[2]

Difficulties of a "Land-Grant" College Expanded Into a University.—In 1870 the State of Ohio established a College of Agriculture and Mechanic Arts, under the provisions of the Morrill Act. There were many years of earnest and spirited discussion as to whether the curriculum should be limited to strictly technical fields or should include elements of a liberal higher education. The latter conception prevailed, thus laying the foundation for the institution now known as the University of Ohio. For at least twenty years, the agricultural interests of the state, represented by farmers, rural life journals and the state grange, subjected the institution to intense and bitter criticism, so that, at times, it seemed as though the original plan of a single institution would have to be abandoned. The correspondence, in 1887, between Professor Alexis Cope, of the University, and C. E. Thorne, editor of the *Farm and Fireside*, reveals the nature of the difficulties.

Columbus, Ohio, March 10, 1887.

Mr. C. E. Thorne, Springfield, Ohio.

Dear Sir:—I have your pleasant letter of yesterday and especially note what you say about the agricultural courses at the University. Such courses are now undergoing revision by the faculty, who, I know would be grateful for any suggestions which would aid them in their difficult task. . . .

I will take pleasure in laying such suggestions before the faculty. . . .

Alexis Cope

Farm and Fireside, Springfield, Ohio.

Alexis Cope, Esq.

Dear Sir:—In your favor yesterday you unintentionally do me a great injustice in intimating that we have criticized the management of the Ohio State University, without suggesting a practicable remedy. . . . The remedy has been repeatedly suggested in our columns, and its practicability has been demonstrated through thirty years of prosperity in one college and through twenty-three in another, where it has proven not only able to disarm the criticism which has worried the Ohio State University from its very beginning, but also to have such a mollifying influence upon state legislatures that they are ready not only to pile gift upon gift upon the magnificent Land Grant, but also to anticipate the wants of the College by voting support before it has been asked.

The remedy we have suggested is embodied in the State Agricultural College of Michigan and Kansas. . . . When the University gets ready to lop off the arts and philosophy departments altogether and cut off the present junior and senior years of the remaining courses, and to rearrange what is left into parallel courses of agriculture and the mechanic arts on the basis of constant association of manual and mental training, then you may expect the cordial support of the granges, agricultural conventions and legislature. I am aware that your Trustees and faculty will unanimously sneer at this proposition but I tell you the signs of the times are ominous today! The passage of the Terrel resolution (giving the funds from the Hatch Bill to the University Experiment station) for which the *Farm and Fireside* has earnestly worked and for which we get credit from the University for misrepresentation, unfairness, "scurrility," and deliberate falsehood, will postpone the day of reckoning for the present. . . .

It is idle to talk of making the Ohio State University a success on its present plan. The Arts and Philosophy studies are good and useful branches of learning, but they are abundantly provided for in the other colleges of the state while we have but the one industrial college. To take our fund therefore and use it to compete with those other colleges that are languishing for want of support, while the Ohio State University is drawing away from them is neither more or less than a deliberate outrage.

The complaint of the University that the farmers do not patronize it because they are ignorant of its real work is simply peurile. The farmers patronize the agricultural colleges of Michigan, Kansas and Mississippi, and they would patronize a similar college in Ohio. The ignorance in this matter lies with the managers of the University and not with the farmers. The former have failed to comprehend the very first essentials of an industrial school, partly through ignorance, and partly through a determination not to see the patent facts before them in their ambition to establish a great University.[3]

Haphazard Development of State Institutions.—The failure of the states to adopt a general plan for the establishment and development of publicly supported higher education is one of the most direct causes for lack of harmony at the present time. Chance development has been the rule rather than the exception. What is reported as true of Alabama applies to nearly all the other states.

The school system of Alabama has not developed by natural outward growth but rather by periodical acceleration, by adding to from time to time regardless of the effect on the schools as an organized whole. Whenever a new school has been brought into existence through legislative enactment, it has been provided with a board of its own. Many schools have come into existence on account of strong local influence and for no other reason, regardless of whether they really articulated in the established system or not.[4]

Duplication of Curricula.—Haphazard growth has led inevitably to duplication of curricula. While the duplication of many courses of instruction is generally recognized as absolutely necessary, the duplication of curricula, particularly professional curricula, has been the cause of much trouble. The general issue may be illustrated by reference to the situation in engineering education. In most of the states

in the group studied engineering curricula are offered by both the state university and the land-grant college. The United States Bureau of Education, in all of its studies of higher education, has dealt with this problem in detail, and has always held to the point of view expressed in the Alabama Report as follows:

> The most serious problem lies in the existence of two state-supported engineering schools. . . . The existence of two schools means division of the state's effort, with a consequent loss—temporarily, at least—of efficiency. It means rivalry before the legislature for appropriations, competition for students, expensive duplication of high class men and equipment, institutional jealousy and misunderstanding, and all the wretched chapter of discord which is the present lot of nearly every state where similar conditions prevail. Escape from these conditions seems well-nigh impossible as long as the two schools have approximately equal support or may pretend to approximately equal standing. The only clean-cut solution appears to be the abandonment of engineering at one institution and the concentration at the other. . . . It may be noted that the officers and partisans of the Alabama Polytechnic Institute would favor this solution in Alabama, provided, of course, that engineering were concentrated at the institute, and that the officers and partisans of the University of Alabama would be equally ready for it, provided engineering were centered at the university.[4a]

Conflicts Among Normal Schools.—Lack of harmony in professional fields has been by no means limited to engineering; the competition between institutions engaged in the professional preparation of teachers has been quite as keen and unfriendly. Referring to the relations between the five state normal schools in Missouri, the Carnegie Foundation reports as follows:

> In the absence of any coördinating authority, each school moves solely in its own interests. Its winnings from the legislature are in fairly direct proportion to the political influence exerted by the president or board members. Activity of this sort is incessant and skillfully directed, but that educational considerations play but a minor role in the apportionments is evidenced from the striking inequalities that exist. While the school at Cape Girardeau is luxuriously housed in a fine plant including four school buildings and two dormitories, Springfield with an annual enrollment of several hundred more students, has been obliged to endure years of excessive crowding in the single structure with which it started. It is a situation true to type, for in 1896 the same institution at Cape Girardeau, with an annual enrollment of three hundred and ten, secured an appropriation for building four separate halls for the exclusive use of as many literary societies, when the school at Warrensburg, enrolling annually over nine hundred students, was unable to secure money enough to pay its teachers. A system that admits of such extremes is bad; the state is merely doling out funds in the dark where the personal or sectional pressure is greatest, and must continue to do so until it concludes to entrust its biennial offering for the training of teachers to a single, central board, competent to make a rational distribution on the basis of proved educational requirements.[5]

Lack of Harmony Between Normal Schools and Universities.—The relations between the state university and the normal schools of Missouri are also described in this report as competitive, rather than coöperative.

> The absence of material and educational coördination of the normal schools among themselves is thus a serious and expensive defect. These same disadvantages are accentuated, however, in the active friction and lack of adjustment between the five normal schools on the one hand and the state university on the other hand. The normal schools, although virtually identical in scope, are relatively non-competitive by reasons of their districting. The state's one great center of higher education, on the other hand, almost from its inception, has exercised the function of preparing teachers—for years many elementary, of late mostly high school teachers and administrative officers. Between these two institutional groups competition is inevitable unless forestalled either by an adequate controlling organization or by voluntary coördination on the part of the responsible educational leaders. The former does not exist; the latter failed up to 1916. Even under the entente then arranged it exists only in minor though important respects; in all matters effecting the field or scope of operations the traditional autonomy prevails.[5a]

One Institution "Pitted Against" Another.—In some of the states there have been acute issues about so many points that the result is one institution virtually "pitted against" another. This is the situation in Oregon. Although expressed very briefly the report of a legislative committee of 1915 leaves no room for doubt as to its opinion:

> There exists a feeling of jealousy between the University and the Agricultural College. There has been and still is, a tendency to duplicate each other's work. We have taken trouble to question members of the faculty and students on this matter and we find a condition that is detrimental to both institutions. There seems to be little or no tendency to coöperate in educational matters and we find a much less friendly feeling than exists between denominational institutions. We believe that the institutions and the taxpayers would be better off under one Board of Regents. This would eliminate all duplication and bring about a more friendly feeling and surely save the taxpayers' money.[6]

Unwholesome Rivalries Even When Under One Board of Control.—As an indication that unwholesome rivalries may exist among the state institutions even when under the same board of control, the statement of a member of the State Board of Education of Montana may be cited. This board has governed all of the higher educational institutions in Montana since 1909. The statement refers to the situation in Montana before the creation of the University of Montana, embracing all of the state institutions, and before the employment of a chancellor had been authorized. The same applies with equal force to other states, notably Kansas and Iowa.

Those of us who have been close to the situation during these years, and upon whose hearts and shoulders higher education for the young men and women of Montana has rested heavily, have marked with growing uneasiness the unsatisfactory operation of the old plan. Recognizing that physical consolidation was both undesirable and impossible, we nevertheless saw in the plan pursued waste of resources, inefficiency of activities and constantly jealousy, friction, and unwholesome rivalries between the various institutions, and these undesirable features increased rather than decreased with the passing of the years. . . . Upon that occasion I stated to the audience (Charter Day at the University) that I had a dream of the time when the four institutions would be coördinating and coöperating units in the Greater University of Montana, when friction and unhealthy rivalry and foolish jealousy would be a thing of the past and a really great and efficient system of state education would take the place of the present unsatisfactory conditions.[7]

Factional Groups Within States.—Institutional rivalries have led to the splitting up of states into factions, one faction favoring one school and taking extreme measures to insure its welfare; another faction favoring another school and resorting to measures equally extreme—neither recognizing that the interests of the whole state and that the prosperity of all the schools is of paramount importance. The clearest expression of state division of this sort is found in the Carnegie Report describing the situation in Missouri.

Outside of the institutions themselves, educational and other interests in the state at large are interested to no slight extent by sympathy with one party or the other. Certain towns are practically closed to one school or another because of a superintendent drawn from an opposing institution; influential school board members, biased by trivial personal attachments—a child who has attended, a good speech, or a favor done by a representative—direct the patronage regardless of the merits of the applicants. The state superintendent of public schools, an officer who should make effective disposal of all the educational energies in the state, necessarily becomes more or less partisan. If, as in several cases, he be a man without college or university training, he feels himself largely out of sympathy with these institutions; if, on the other hand, he be a university man without normal school experience, he and his office are likely to be distrusted by the institutions with which he has most to do. Theoretically he is a Republican or a Democrat; actually he is pro-university or pro-normal school, or so considered; to control the superintendency is therefore worth the effort of both sides.

Under the present conditions it is to the interest of each and every institution to push its claim before the legislature; this results in the maintenance of a sort of legislative lobby. It is not a long step from the legitimate presentation of the needs of an institution to the "log-rolling" that bases success on efforts of quite another nature, and it is declared by competent observers that the tendency to take this step is already strong in Missouri. To what extent this is true it is difficult to say, but with two sets of institutions sharply and increasingly competitive in an important field, there is the prospect that, as in some other states, the people and their representatives will gradually segregate into "pro-university" and "pro-normal school" groups, and that other legislation will be effected or determined by this division.[5b]

III. Means Adopted to Bring About Coördination

It is evident from the pictures presented of situations existing in the states that the conflicts between the institutions have been of the most serious nature. None of the issues which have been set forth can be regarded as trivial. That situations such as these are intolerable to the people, who have created and supported schools to serve the state and not to embarrass and destroy each other, is evident from a brief review of some of the legislation which has been enacted in recent years. Though by no means inclusive of all the legal measures passed to bring about coördination the summaries which follow are typical of what has been going on in the country as a whole.

In 1909 three states, Oregon, Iowa, and Montana, committed to state supported institutions for higher education, attempted to find a solution. In each instance the cause of higher education had been greatly injured, and the development of all the schools greatly retarded, because of jealousies and open conflicts. The conditions in these states were practically identical. In all three the population was rather evenly distributed over the state rather than concentrated in a few centers. The dominant occupation was agriculture. Each had a state university, a separate land-grant college and a state normal school, or, in the case of Oregon, schools. With the exception of Montana, where the state board of education governed, within certain limitations, the university and the normal college and had certain powers over the two other schools, each of the institutions in the three states was governed by a separate board. In spite of the similarities in conditions, the measures enacted to bring about harmony were quite different. Oregon created a board of higher curricula, to supplement, but not replace the boards of control for each institution. Iowa abolished the boards of all of the institutions and created a non-salaried board and a salaried finance committee to govern them all. Montana created a new board to govern all the institutions, supplemented by a local executive committee for each.

The Oregon Solution—Board of Higher Curricula.—The Oregon board of higher curricula, consisting of five non-salaried members appointed by the governor, was charged with the duty of determining what courses of study or departments of instruction should not be duplicated in the higher educational institutions, and also of actually defining the course of study for each of the institutions.[8] Since the passage of this law thirteen years ago no changes have been made. This board is still in existence. The Oregon plan is an attempt to

operate the institutions on a centralized and decentralized basis—centralized for curricula and educational policy and decentralized for all else.

The Iowa Solution—Single Board and Finance Committee.—The Iowa law provided that all the higher educational institutions should be under the control of a non-salaried board, called the state board of education. This board was authorized to appoint a finance committee of three members, each to receive a salary of $3500 per annum.[9] This plan of administration is still in effect but the board now has control of a number of state institutions aside from those of strictly educational character. This plan represents complete centralization of control by a lay board assisted by salaried experts to handle all financial matters.

The First Montana Solution—Single Board and Local Committees.—The Montana plan of 1909, modified in certain important particulars in 1913, represented an effort to centralize the general control of all the institutions under one board, but to retain local interest through local executive committees. The government of all the schools was centered in a non-salaried board of eleven members appointed by the governor and called the State Board of Education. Provisions were made, also, for an executive board of three members for each of the institutions, a feature which had been in operation for many years, for some of the schools. Two of the members of each of the local boards were appointed by the governor and the third member, in each case, was the president of the institution. These boards were given such powers, other than financial, as the State Board of Education might wish to authorize.[10]

Four years later, in 1913, other important measures were enacted looking toward coördinating the activities of the state institutions. Among the most significant of these measures were the establishment of the University of Montana as an inclusive institution administered by a Chancellor; the creation of the State Board of Education and Regents of the University of Idaho, and the Commissionership of Education for Idaho; and the creation of the salaried Board of Administration in Kansas. All these measures were radical and without precedent.

The Second Montana Solution—University and Chancellor.—The centralizing of control of all the Montana institutions in one board occurred in 1909, as has already been noted. Reference has also been made to the statement of a member of the board of education showing that conflicts and misunderstandings existed even after this change

had taken place. As a result of the legislation of 1913, the University of Montana was created to include the state university, the land-grant college, the school of mines and the normal college. No changes were made in the composition of the state board of education or in the local executive committees. However, the state board was specifically charged in 1913, with the duty of taking such steps as might be necessary to prevent the duplication of courses, and also of employing a chancellor, who should be the chief administrative officer of the newly established University of Montana.[11] The Montana plan is an attempt to bring together into a unitary whole all the higher educational institutions without actual physical consolidation on a single campus. The University represents a state organization, or enterprise, functioning through colleges and schools distributed over the state.

The Idaho Solution—Single Board and Commissioner. — Idaho moved in much the same direction. By constitutional amendment adopted by the people in 1912, and legislative action in 1913, a single board was established, known as the State Board of Education and Regents of the University of Idaho. This board was given control of the entire state educational system including the public schools, the university, the normal schools, the technical institute and the special state schools. Provisions were made for a Commissioner of Education as the chief executive officer.[12] The Idaho plan is an attempt to obtain coördination by complete centralization.

The Kansas Solution—Salaried Board of Administration.—The Kansas plan also represents an attempt to bring about coördination through centralization of control. In this state, the control was vested in a salaried "lay-board," with no chief professional administrative officer, as contrasted with both Montana and Idaho having lay non-salaried boards and salaried professional administrators. Kansas, in 1913, abolished the boards of regents of all the educational institutions and created the state board of administration, consisting of three members appointed by the governor, each to receive a salary of $3500. The members were required to give all their time to the work of the schools. Since 1917 the charitable and correctional institutions have also been under the control of this board.[13]

The Missouri Solution—Educational Conference.—In 1916, an attempt of an entirely different sort from any of those thus far mentioned was made in Missouri in an effort to establish closer working relationships among the institutions in this state. A state educational conference was organized composed of representatives from the state department of education, the state university and the state normal schools. The conference was entirely unofficial, and had no legal

status. It was a movement arising out of the necessities of the situation, and supported, at least nominally, by all of the institutions. The problems brought before the conference related to standards for faculties, definitions of units and credits, the transfer of students from one school to another, and other like questions.[14] While larger questions of institutional policies have not come before this body, at least up to the summer of 1922, it represents a sincere effort on the part of certain officers and instructors in the institutions to foster harmony and coöperation.[15]

The Washington Solution—Joint Board of Higher Curricula.—Washington in 1917 established by law a Joint Board of Higher Curricula. This board, like the Oregon board, supplemented, but did not replace the governing boards of the state institutions. It was composed of nine members, the President of the University and two regents, the President of the State College and two regents and the President of one Normal School and two Normal School trustees. It was authorized to consider matters of efficiency and economy in the state institutions, to survey the state institutions as to enrollment and instructional costs and to authorize such new curricula as six members of the board might favor.[16] The board is now composed differently and has slightly modified powers and duties, as will be noted on page 173.

The Alabama Solution—State Council of Education.—Alabama, two years later, adopted a somewhat similar plan. In 1919, after a survey by the United States Bureau of Education, a new state school code was adopted. One of the provisions of this code was a State Council of Education composed of ten members: The Governor, two members of the State Board of Education, the State Superintendent of Education, and the President and one trustee of each of the three state institutions,—the University, the Polytechnic Institute and the Technical Institute and College for Women. This council, while charged with the duty of coördinating the activities of all the institutions, was given only advisory powers. Two advisory committees to the council were authorized; one to be composed of representatives of agriculture, commerce and industry to advise as to the state's economic needs; the other to be composed of representatives of educational associations to advise as to the internal problems of the institutions.[17] The Alabama plan is an attempt to bring about harmony by providing a forum for discussion and the means for educating and moulding public opinion.

The Utah Solution—Board of Educational Coördination.—Again in 1921, another supplementary board was established making a total of four such boards in the United States, three of which were in western states. Utah, by creating a Board of Educational Coördination, hoped to put an end to the unwholesome institutional rivalries which had existed for many years. The state board of education was constituted *ex-officio,* the board of educational coördination. It was charged with the duty of determining which courses of study and departments should not be duplicated and of directing the elimination of duplicated work, under the limitations, however, of the statuatory prescriptions as to the courses of instruction which each institution should offer.[18]

Summary.—The nine states, to which reference has been made, all confronted with practically identical problems, have sought means of solution which may be briefly summarized as follows: Oregon retained all separate boards and created a board of higher curricula; Iowa abolished all separate boards and centralized control in a single non-salaried board and a salaried finance committee; Montana created a single board, retained local executive boards, established the University as an inclusive institution and a chancellorship; Idaho created a single board for all public education, retained the office of state superintendent of public instruction and authorized the appointment of a commissioner; Kansas abolished all separate boards, created a single salaried board but made no provision for a chief professional administrative officer; Washington retained all separate boards but created a joint board of higher curricula; Missouri created an unofficial educational conference making no change in the control of each institution; Alabama retained separate boards and created a state council of education with two advisory committees, and Utah retained separate boards but created a board of educational coördination.

The methods adopted by the various states for bringing about coördination may be classified into four types:

1. Single board to control all institutions, with or without a chief administrative officer. This type is illustrated by Iowa and Kansas, without an administrative officer, and Idaho with such an officer.

2. Single institution composed of distributed schools and colleges under control of a single board and a single administrative officer, illustrated by Montana.

3. Unofficial educational conference composed of institutional representatives, illustrated by Missouri.

4. Curricular boards to supplement, but not replace, separate boards of control, illustrated by Oregon, Washington, Alabama, and Utah.

IV. General Purpose of This Study

This study is limited to a consideration of the fourth type, the supplementary curricular boards, using Oregon, Washington and Alabama as illustrations. The Utah law, owing to a misprint in the copy signed by the Governor is not in effect at the present time. The general purpose of this study is to determine, in each of the states enumerated, the reasons prompting the establishment of the coördinating boards, the problems which they must meet, the accomplishments to date and the outlook for their future usefulness.

REFERENCES

[1] President's Report to Trustees of Alabama Agricultural and Mechanical College, January 8, 1877.

[2] Atlantic Monthly, July, 1874, pages 124, 125.

[3] History of the Ohio State University, Alex. Cope, vol. I, 1870–1910, pages 501, 502.

[4] An Educational Study of Alabama, United States Bureau of Education, Bulletin no. 41, 1919, page 54.

[4a] *Ibid.*, page 391.

[5] The Professional Preparation of Teachers for American Public Schools, Carnegie Foundation for the Advancement of Teaching, Bulletin no. 14, 1920, page 50.

[5a] *Ibid.*, page 51.

[5b] *Ibid.*, page 53.

[6] Report of a Legislative Committee Appointed by the Speaker of the House and the President of the Senate, Oregon, Legislative Session of 1915. (Unpublished, in Library of the University of Oregon.)

[7] Address of W. S. Hartman, Montana State Board of Education, Bulletin no. 1, 1916, University of Montana.

[8] Oregon Laws, 1920, chapter 21.

[9] Iowa Session Laws, 1909, chapter 170, pages 166–8.

[10] Montana Laws, 1909, chapter 73.

[11] *Ibid.*, 1913.

[12] Idaho Statutes, 1919, chapter 41, section 790.

[13] Kansas Session Laws, 1913, chapter 287.

[14] Sixty Seventh Report of the State Superintendent of Public Schools, Missouri, pages 11 to 13.

[15] Conclusion reached from a review of all available minutes of the conference and from discussions with members in May, 1922.

[16] Washington Laws, 1917, chapter 10.

[17] Alabama School Code, 1919, article 34.

[18] Laws of Utah, 1921, chapter 96, page 285.

CHAPTER II

DEFINITIONS, PURPOSES AND SOURCES OF INFORMATION

I. Definitions

The technical terms, whose meanings might otherwise be obscure or ambiguous, are defined in the following paragraphs.

1. In this study coördination has reference to bringing about harmonious relations among institutions and not to placing them in the same class or level. Thus, in a given state, the normal school, the "land-grant" college and the university would be regarded as coördinated if all three were functioning constructively in relation to each other without unnecessary duplication of effort or curricula.

2. Supplementary curricular boards are boards created by law for the primary purpose of considering institutional functions with reference to bringing about a unitary state policy in higher education. Such boards supplement, but do not replace, the governing boards of institutions.

3. Institutions for higher education are defined as those which require for admittance, as regular students, at least graduation from a four-year high school course, or the equivalent. Normal schools, colleges, institutes of the collegiate level, and universities are included in this study even though, in some instances, a student or groups of students, may enter with less than a complete high school education.

4. State institutions are those established by law, maintained under the jurisdiction of the state, supported primarily—although not exclusively—from public funds and under the control of boards whose members are elected by the people or appointed by their legally constituted representatives. Institutions whose boards perpetuate themselves, after initial public appointment, are included.

5. "Land-grant" colleges are those designated by state legislatures to be the recipients of the benefits of the Federal Morrill Act of 1862. This term is usually applied to such colleges when they exist as separate institutions, and not as colleges within state universities. This designation is used interchangeably with agricultural and mechanical arts colleges, or A. and M. colleges.

II. Purposes

This study is limited to a consideration of one of the means which have been adopted by a number of states to bring about coördination among the institutions—the supplementary curricular board. Oregon, Alabama, and Washington have been selected as illustrations. Although designated by different names, the boards in these states are charged with duties and confronted with problems which are similar in nature.

The present situation in each of these states is very complicated and is the result of a number of factors some of which are: Institutional traditions and prejudices, public opinion, location, composition and powers of governing boards, Federal legislation and provisions of state constitutions and statutes. All these factors are involved in coördination, and all must be considered, to some extent, in this study.

In order that the major purpose of this study may be realized—which is the evaluation of the supplementary curricular board as a means of bringing about functional coördination—consideration must be given to the rise and development of each institution, the laws under which each institution operates, the character of the relationships of each institution to the others, and the work of each supplementary board. To ascertain and set forth the facts relating to each of these four items thus becomes a purpose in itself related in a vital and organic way to the one controlling purpose. In the paragraphs which follow, each of these purposes is stated in full and amplified where necessary.

Purpose I. To ascertain, in the establishment of the various institutions in each state, to what extend consideration was given to definition of function, location and form of government of each with reference to unitary plan for a state system of higher education. Thus, it may be discovered historically, whether or not a basis has been laid for coördination.

The material presented under this topic will be found in each of the three succeeding chapters under, *I. The Establishment and Present Status of the Institutions.*

The origin and development of each institution will be traced briefly from the time of its creation to the present, under the headings: Establishment, financial support, function and government. It is not intended that the facts set forth will constitute a history of each institution.

At the conclusion of the presentation of the facts for the institutions of each state, three questions will be considered:

1. Has the scope and function of each institution been so defined or described throughout the years as to indicate its essential character as differentiated from the others?

2. What factors operated in the selection of sites for the institutions? In those cases where the factor of location does not seem to bear vital relation to the problem of coördination, this question will not be considered.

3. In the determination of the form of government for each institution is there evidence to indicate that consideration was given to the possibility of creating, by degrees, a system of higher education composed of schools and colleges having organic relation to one another?

Purpose II. To determine, by a study of the constitutional and legislative provisions for each of the institutions, the degree to which similar provisions have been made for each as to continuity of existence and to composition of, and powers granted to, each board of control; also, where provisions are found to be quite dissimilar, the extent to which these dissimilarities result in one type of institution having potential advantages over other types; and also, whether these dissimilarities are due to the operation of some principle or to haphazard formulation. The data thus obtained should lay the basis for more intimate insight into the problems of coördination.

The material presented under this topic will be found in each chapter under *II. Analysis of Legislation Relating to the Institution.*

As a means of facilitating inter-state comparisons, a summary of the legislation affecting each of the institutions will be presented in a series of three tabular statements. The first includes the constitutional provisions for state institutions. The second includes name, mode of appointment, composition, tenure and remuneration of members of boards of control. The third includes powers and duties of boards of control of institutions, as defined by statute.

Detailed consideration will be given to four questions:

1. Are the provisions in the constitution similar for all the institutions for higher education?

2. Are the institutional boards of control similar in composition and in powers granted to them?

3. Do the differences in constitutional and statutory provisions give some institutions potential advantages over others?

4. Are the differences in legisalation apparently due to the operation of some principle or to haphazard formulation, or some other factor of this character?

Purpose III. To state and describe the present situation in higher education in the states including: Important issues as to institutional functions and curricula, relations among institutions in the professional preparation of teachers, relations among extension divisions, service relation between the institutions and the schools and articulations between the institutions and the secondary schools. The data thus obtained will reveal the character of the immediate problems of functional coördination.

The material presented under this topic will be found in each chapter under *III. Relations Among Institutions.* As a large mass of material will have to be presented it has been divided into five numbered sections. In order to obviate the necessity of repeating statements of an explanatory nature in each of the three following chapters, the general considerations which apply to all the states here follow:

Section 1. Important Issues Among Institutions as to Definition of Scope and Curricula

In the states where thoughtful consideration was given early to the development of public education, a state university was visioned as the crown of the system. The Indiana constitution of 1816 illustrates this conception.

It shall be the duty of the General Assembly, as soon as circumstances will permit, to provide by law for a general system of education ascending in regular gradation from township schools to state university, wherein tuition shall be gratis, and equally open to all.[1]

At that time the need for higher education covering a wide variety of fields was not foreseen, nor was it realized that differentiation of education into great spheres, or divisions of subject matter, would be necessary.

The universities theoretically hold the position at the apex of the educational system in the states under consideration. However, because of the introduction of new phases of education such as agriculture and engineering, the upgrading of certain occupations—particularly teaching—and the necessity of providing advanced education for numbers far too great to be concentrated at one point, the top position is now shared by a number of institutions. The University of Alabama was the only state institution for higher education in the state for over forty years. Now there are eight others for whites, including the normal schools. In Washington there are now five institutions and in Oregon, three.

To be sure these institutions are not on a parity, but influences are operating which tend to bring about a parity—similar entrance requirements, comparable educational standards and equality in the training of instructors. No one would now deny the parity as to importance of different subjects or lines of work.

> Education in terms of the applied subjects is as truly education as that in terms of other subjects, no less and no more if the teachers are as well trained, the institutions as well equipped, and the work as well done. Accepting this parity places a state in readiness for a harmonious development of its institutions.[1,2]

In the consideration of the three following questions the general character of the immediate problems of coördination in each of the states will become evident. These questions will necessarily vary in form somewhat for each of the states. Detailed examination of the problems will follow in succeeding sections.

1. What provisions had been made prior to the creation of the (insert name of each supplementary curricular board) for determining the functions of each of the institutions in relation to the others or to the needs of the state?

2. What were the important issues as to policies, functions or curricula prior to (insert date of establishment of supplementary curricular board)?

3. What major lines of work are now duplicated?

The definition of major lines of work adopted by the United States Bureau of Education in its Iowa report is accepted and used in this study:

> In dealing with the problems of duplication as manifested in the practice of the Iowa state institutions the commission has been guided by what may be described as the principle of 'major and service lines' of work. In accordance with this principle, which is implicit in the considerations, adduced above, each state institution should have assigned to it certain major fields which it may expect to develop to their fullest extent. Agriculture at the state college of agriculture and mechanic arts is such a major line. Latin, German, French history, political science, psychology at the Iowa State University are such major lines. Service lines are such subordinate subjects as are essential to the proper cultivation of a major line. The amount required is generally not very large. English is such a service line for engineering and agriculture at the State College. Institutions may well overlap as regards the relation of their service lines to one another and particularly as regards the relation of their major to their service lines. English is a major line at the State University, a service line at the State College. But there should be no material overlapping of major lines.[3]

The conclusion that there should be no material overlapping of the major lines is not held in this study. Whether overlapping of the major lines is, or is not, desirable depends upon many factors, some of which are: Size of the state, location of institutions, transportation facilities, financial resources, number of students and the number of trained individuals needed in the state in the fields under consideration. Where duplications of major lines of work exist careful investigations should be made to determine, in light of all the factors involved whether or not such duplications are advantageous or disadvantageous to the cause of higher education and to the interests of the youths and the taxpayers.

As a means of facilitating inter-state comparisons as to institutional functions, a tabular statement is included setting forth in summary form the major functions of each.

Section 2. Relations Among the State Institutions Engaged in the Professional Preparation of Teachers

Most states in the union, and all of those constituting the group studied in this investigation, depend for public school teachers and leaders primarily upon public institutions created for the purpose. The institutions thus created—normal schools, departments and schools of education within colleges and universities—have as definite and precise a function to perform as the schools of medicine, dentistry and jurisprudence. While, in the states under consideration, there is, at present, but one publicly supported school for the training of physicians and one for dentists and one for lawyers, there are many state supported schools for the training of teachers and educational leaders. The collective and coöperative effort of all such institutions within a state is necessary to promote public education and to supply the schools with a trained personnel. Therefore, the problem of the coördination of all the state institutions engaged in the professional education of teachers and leaders, is of vital importance.

The schools for training teachers have been founded at different periods in the history of the states. Each type of institution has been colored by peculiar beliefs and traditions, and at times, these differences in points of view have resulted in bitter antagonisms. In addition there have been, and still are, wide variations in the entrance requirements for students, in curricula and in scholarship standards demanded of both instructors and students. In spite of all these factors, which have tended to prevent one type of school from appreciating the places and mission of other types, there is no real justification now for the absence of a conscious unity of purpose and working

coöperation among them all. In the states where unity has existed values of immeasurable importance have been realized and where unity has been lacking, the loss to the whole state has been enormous.

While, to be sure, all the various types of teacher training institutions are engaged in the same general enterprise, there are, and may well be, differences both in function and level. There is practical agreement in this country that the state university, through its school or college of education, should make a definite and substantial contribution to the science and art of education, and should, in addition, train educational leaders and high school teachers. There is also agreement that the agricultural college, either as a separate college or part of the university, should make a distinct contribution in training elementary and secondary teachers of agriculture and mechanical arts, and sometimes, of home economics; also, that the normal schools or teachers colleges, regardless of whatever else they may undertake, should supply the state with an adequate supply of teachers for the kindergartens and urban elementary schools.

The opinion of the country is not so clear or certain as to the institutions which should train teachers for the junior high schools, the rural elementary and high schools, the evening and continuation schools and special schools of many different varieties. The discussion as to the delineation of functions of the teacher training institutions is only incidental in this study. The essential point is that the function of each institution which is to have a part in the enterprise should be defined, or probably it would be more constructive to hold that some mechanism should exist in each state for defining the function of each institution, for, incident to the rapid and continuous evolution of the whole school system, functions must vary from period to period.

It has been held by some that one type of institution should have the exclusive privilege and responsibility for a certain phase of teacher training or educational research. This may be justified in cases where the function is exceedingly expensive and highly technical and where only a limited output is needed, such as in training teachers for the deaf and the blind. The discussion has been most acute, in recent years, between the universities and the land-grant colleges as to the training of general high school teachers. The tendency of normal schools, in certain sections of the country, to undertake the training of high school teachers is beginning to occasion considerable disturbance.

In those states where there is a state university and a separate "land-grant" college it is often held that only the university should be permitted to train high school teachers, with the possible exception of teachers of agriculture. Those who do not agree with this hold that with the coming of junior high schools with enriched courses of study, of cosmopolitan high schools and part-time and continuation schools of secondary grade, teachers must be recruited from among graduates of many varieties of institutions. They contend, in addition, that even for the so-called "cultural" subjects, the modern secondary school requires teachers possessing a greater variety of appreciation and backgrounds as to the interests of youths and the activities of society than can be provided in a university which does not have a college of agriculture and engineering.

It must be recognized that the conflict between these two types of institutions is inherent. It rests upon differences of opinion as to fundamental educational values which reach far back into ages past as well as upon institutional rivalries and misunderstandings which started in this country at least sixty years ago. The conflict must be recognized and plans must be devised to lessen the serious consequences incident thereto.

There are other inherent conflicts. There are still groups who stand at opposite poles with respect to the relative emphasis which should be placed upon subject matter and method. Advocates of the one are not limited to the universities, nor of the other, to normal schools. The differences of opinion manifest themselves in the curricula for the training of teachers, the content of courses and the place accorded to academic and professional work and to participation in teaching during the period of preparation. These differences of opinion are not of recent origin. There can be no well founded hope that in the near future common ground will be discovered, or that a single unifying philosophy will be evolved or accepted by all the types of institutions engaged in the professional preparation of teachers. Nevertheless, as a means of strengthening the whole enterprise there should be some mechanism in every state to the end that those engaged in similar tasks within the field may have the opportunity to set before their immediate and remote colleagues for discussion and critical evaluations, their beliefs, convictions, practices and results. Such a pooling of experience is absolutely necessary. It would result in new and improved curricula from time to time; curricula not necessarily uniform for all schools of a given type, for this would preclude progress, but curricula with variations resting upon clearly defined concepts and theories.

The service expected of institutions for the professional preparation of teachers is not limited to the training of teachers and leaders or to advancing the cause of education through research and experimentation. They must also bear a prominent part in educating public opinion as to the need of improved schools and must also assist in the drafting and enacting of improved codes for the schools, for the welfare of children and for the advancement of the profession of teaching.

The issues which have been set forth briefly in the foregoing paragraphs, and many others encountered during the course of this investigation, occasion the consideration of the following questions in each of the states with reference to the relations among the institutions engaged in the professional preparation of teachers and educational leaders:

1. Have provisions been made for determining the function of each teacher training agency in relation to the others and to the total needs of the state? Such provisions include (*a*) a single board of control for all the institutions; (*b*) a legally constituted supplementary board or council or (*c*) a conference body created by mutual agreement.

2. What form of relationship, if any, exists among the institutions? Forms of relationships might be (*a*) statuatory; (*b*) nonstatuatory but organized conference or council or (*c*) an unorganized conference convening only when necessary to consider points of difficulty.

3. To what extent do the institutions coöperate in promoting improved legislation for the organization and support of the schools, for the welfare of children and for the advancement of the teaching profession?

4. Do the institutions unite in maintaining joint projects?

5. What, if any, are the points of difficulty among the institutions.

Section 3. Relations Among Extension Divisions

Although of very recent origin, the extension divisions of universities, agricultural colleges and normal schools must be included among the educational agencies of prime importance in the states under consideration.

Back of their development lie a number of important considerations. One of these is the insistent demand from the public, as well as from professional groups, that higher educational institutions shall contribute directly to the solution of current economic, social and professional problems. To meet this demand, institutions must make

available scientific and practical knowledge to groups who need and desire it; and, for those individuals who cannot come to the institutions, the institutional facilities must be brought to them.

Another consideration is the changed conception which is taking place in the theory of education, resulting in the widespread belief among educators and laymen that education is a continuous process and that theory and practice must accompany each other. As applied to education for the professions it leads to the conclusion that the best sort of preparatory training should be provided while one is attending an institution (pre-employment education), to be followed by further training after one has entered the profession and is conscious of real needs (in-service education).

Another is the raising of standards for some of the professions, particularly teaching. In this profession, during the last few years marked increase in the requirements, both for those entering the field and those already in it, have been made affecting, particularly, large numbers employed in the elementary schools and the rural high schools. Another, is the conviction of members of faculties that they must mingle with the public to retain a proper sense of perspective; that they must practice their professions as occasion arises to keep abreast of current procedure and that they must conduct courses for adults not in attendance upon institutions to hasten the general acceptance of their beliefs and theories.

Thus influences from within and without the institutions have given impetus to the extension movement, and have resulted in a great variety of activities. The passage of the Federal Smith Lever Act has made available large sums of money to the states for extension work in agriculture and home economics, and has stabilized these types of work.

In the states studied the principal extension activities are in the fields of agriculture, home economics, education, commerce, and engineering. Thus the constituency served most fully by extension divisions consists of farmers, housewives, teachers, business men, engineers and mechanics.

In general, in the states under consideration, extension work has developed by meeting pressing needs as they have arisen and as funds have been made available. Only incidental consideration has been given to developing complete programs for extension activities in which all institutions might share. The inevitable result has been less than maximum efficiency, needless duplication of effort, and in some instances, unwholesome rivalries and institutional jealousies. When one institution has discovered a needed line of work and perfected

the mechanism for carrying it on, there has been a marked tendency for other institutions, in the same state, to start a similar enterprise. The result is an oversupply of certain lines of work and no supply in others. In some states there is keen competition among extension divisions of the normal schools, while in other states the competition is between the university and the land-grant college. In some states the problem is not one of duplication, but one of finding ways and means to establish and maintain seriously needed extension work.

Five questions are raised relative to the extension work of each institution in the states studied. To permit interstate comparisons, a tabular statement, with condensed entries, has been prepared for each state.

1. Which institutions maintain extension divisions? To constitute a division, as here defined, there must be definite budgetry provisions for financial support and for an administrative officer. It is not assumed that a separate instructional staff is necessary.

2. What provisions have been made for coöperation among the extension divisions? At least three types of provisions are possible: type *a*, statutory—a board, committee or council to manage or control all extension work in a state; or one main extension division and the others as legally constituted branches or subdivisions. Type *b*, non-statutory—an organized council consisting of the directors of all the extension divisions, with constitution and by-laws, and with duly elected officers—for the purpose of developing an inclusive and workable extension program for the whole state. Type *c*, non-statutory—an unorganized council or conference of directors of extension divisions meeting when occasion demands, but without regularity. The entry, "none," after one of these types means that the institution at the head of the column where the entry is made, does not have this relation with any of the others. The entry, "yes," followed by a number, means that the institution at the head of the column where the entry is made has this relation with the institution represented by the number entered. Thus, "yes among 4," as found under Alabama in chapter III, page 70, means that the extension divisions of normal schools have statutory relations to each other. The exact form of relation is described in the text.

3. What activities are maintained by each of the extension divisions?

Five general types of extension service are frequently found: class instruction, correspondence instruction, lectures, club study and demonstration and club work, under the Smith-Lever Act.

Class instruction is the instruction of groups in centers away from the home of the institution, meeting a sufficient number of times to cover the work of a course normally one term or semester, under the tutelage of an instructor designated by the extension division. Extension by the class method is usually on a college credit basis. Correspondence instruction is pursued by an individual alone who receives his assignments, references and lesson sheets from the institution by mail, and returns his reports of readings, answers to questions, etc. This type of extension work is also usually on a college credit basis. The predominant activities of extension divisions of universities and normal schools are of these two types.

Extension lectures include lectures given singly or in series. While speakers are most frequently chosen from among the members of institutional faculties, some divisions, in planning their work, take advantage of the presence of distinguished scholars from other states, and in addition, of popular speakers whose itineraries are arranged by national lecture bureaus.

Club study is designed for "associated groups." The work may be conducted on a reading circle, or open forum basis.

Demonstration and club work in agriculture and home economics is usually the heart of the wide variety of the extension activities of agricultural colleges. In these colleges will be found the most complete development of the "extension" idea. The "public conscience" of the agricultural college is more fully developed than in any other type of state institution. While the experiment stations of these colleges are continually making discoveries of the utmost scientific importance, these institutions feel that they have not discharged their full responsibilities until the new knowledge has been spread broadcast among all the farmers of the state by means of bulletins, demonstrations, lectures, short courses and the like. The farmers themselves, are now eager for the services of the experts from these colleges. As a class the farmers have been able to bring more pressure to bear upon the state legislatures and the Federal government than any other occupational group, resulting in much and varied legislation for the promotion of agricultural research, residence instruction and extension work. The Federal Smith-Lever Act has for its exclusive purpose the promotion of agriculture and home economics through extension work. The entry "Smith Lever," refers to the work authorized by this act.

Owing to the wide variety of extension activities of agricultural colleges the full list is stated in the text rather than in the table.

It is important to discover whether any joint projects are maintained by the various extension divisions within each of the states. An undertaking such as a community betterment week, or a social service institute, would, in most cases, require the services of individuals from many of the state institutions. It is not too much to hope and believe that the time will come when the pooling of talent for such purposes will be frequent.

4. What amount of extension credit is allowed toward a diploma or degree?

5. What working agreements have been reached by the extension divisions as to:

A. Distribution of area. It is essential to determine whether the extension divisions have agreed upon a districting of the state for those lines of work where there is likely to be overlapping of effort.

B. Distribution of activities. This refers to the possibility of the extension divisions agreeing among themselves as to the types of work which each shall carry on.

C. Mutual recognition of courses offered. This refers to a prearranged plan, whereby one institution will promote the courses offered by other institutions by recommending them to prospective students and recognize them toward a diploma or degree.

D. Amount of credit allowed toward a diploma or degree. It is obvious that institutions of the same type, such as normal schools, should within a state, have a uniform policy as to the amount of extension credit which will be recognized toward graduation. There may be with justice wide variations in this respect among the universities, the agricultural colleges and the normal schools. Quite regardless of this, however, it is possible for institutions to reach some agreement as to procedure.

E. Other matters.

SECTION 4. SERVICE RELATIONS AMONG THE INSTITUTIONS AND THE PUBLIC SCHOOLS

The establishment and maintenance of service relations among the state institutions, the state departments of education and the public schools is of vital importance in the group of states studied. School systems, particularly those in the small towns and rural districts, are unable to employ a complete staff of well trained experts. Further, quite regardless of the size of the community or the excellence of the school system, the inspiration which comes from occasional contacts with those from the higher institutions who are pushing forward the boundaries of knowledge is always needed. All systems and teachers, likewise, need to learn of the work going on elsewhere from those educational officers who travel about the state, and all need the critical evaluation of their work from one not connected with the immediate system. The newer movements in education—citizenship, Americanization, health and the like—require stimulus and promotion from both the state institutions and the state departments.

It is not within the scope of this study to determine what lines of service are needed, but to see how, in the various states, institutions and state departments are serving the public schools; and also what problems of coördination have arisen due to the maintenance of service work.

One does not have to look deeply into the matter to discover that serious complications have already arisen in certain sections due to the absence of well devised plans for service work. In some states there is developing a feeling of unrest and suspicion between the state institutions and the state department of education due to the duplication of similar lines of service to the schools. In some instances the institutions feel that the state department of education is by degrees, through the employment of a large professional staff, becoming an institution. In other instances quite the reverse feeling is manifest—that institutions are infringing upon the field of the state department through the development of extensive service facilities for the schools In addition, there will be found harmful rivalry among the institutions themselves, in providing the same type of service leading to open competition and rivalry in the schools for recognition and patronage.

Stated in broad and general terms the problems involved are—to develop for the schools all the lines of service from the state institutions and the state department which are needed and which can reasonably be expected; to determine which lines of service should be carried on by each agency; and to devise ways and means for maintaining such services without decreasing the ability of the schools to

maintain themselves or placing them in a position subordinate to the serving agencies.

The work of this study is to determine in each of the states what lines of service work are being carried on, what conflicts between institutions and boards have developed incident to the work and what measures have been taken to develop a service policy.

The following questions will be considered in each of the states:

1. What lines of public school service are being carried on by each state institution and the state department of education?

In considering this question the method employed is to list in tabular form all the lines of service which are likely to be found in any state, making an appropriate entry—"yes," "no," "none," "developing," etc.—after each item for each agency, and stating in the text the important aspects of the service rendered and giving any explanation needed for clarity. Fifteen possible lines of service are included. The following brief explanations of the fifteen items will assist in making clear the meaning of each and the connotation of the entries.

(1) Maintain bureau of educational research. Where budgetary provisions have been made for the support of a bureau or similar agency for studying questions relating to public education, and where a definite plan for organized effort has been perfected, "yes" is entered. It is assumed that the individual work of an interested instructor, either alone or with his students, does not constitute a bureau.

(2) Conduct surveys. Three types of surveys are mentioned—educational, financial, and building. As in the case of the bureau of research, where budgetry provision has been made for such work, and some individual or group of individuals assigned to the enterprise, the entry is "yes." The incidental work of instructors or advanced students is not regarded as a service plan.

(3) Check plans for new buildings. Same entry system as one and two.

(4) Administer educational and psychological tests. Same entry system as one and two.

(5) Distribute testing materials. This refers to a definite plan for providing the schools with the blanks and forms required for giving tests of all kinds. The entry is "yes" in those cases where the institution sells, gives or distributes the materials. It is "no" in all other cases, even though the institution provides, on request, information as to the cost of tests, their administration, etc.

(6) Diagnose obscure mental and physical cases. Where the institution has devised a plan for the services of physicians, or case workers

or psychologists to diagnose obscure cases of students in attendance upon public schools, the entry is "yes." The clinics of the medical schools are not regarded as provisions of this sort.

(7) Promote subjects. Eight public school subjects or lines of work are listed—those lines which have been most frequently promoted by institutions and departments in times past. Other lines are not excluded. The training of students in residence at the institution is not regarded as specific promotion of a line of work, although in a sense, it is the most valuable type of promotional work. Promotion through conferences, the training of conference leaders, exhibits, contests and the preparation and distribution of bulletins and the like are included. The entry "S.L." means the promotion which comes within the provisions of the Federal Smith-Lever Act for the extension of agricultural and home economics education by the "land-grant" colleges. The usual forms, as far as the public schools are concerned, are boys' agricultural clubs of various kinds and girls' homemaking clubs.

The entry "S.H." means the promotion which comes within the provisions of the Federal Smith-Hughes Act for vocational training of less than college grade.

(8) Supervise public school work. It is generally recognized that while an institution may share with the state department of education the promotion of certain lines of work, the state department alone, as a state agency, is responsible for all supervisory relations with the public schools. In some instances, however, the state institutions are called upon in this capacity, usually by invitation either from the school system concerned or the state department of education or from both. In the field of agriculture industry and home economics a definite plan of including supervision by both an institution and the department of education has been devised by many states. The entry "S.H." refers to supervision under the Smith-Hughes Act.

(9) Promote movements. Movements are being promoted in the schools which do not relate specifically to school subjects. Five such movements are listed—"go to school," health, thrift, "gardens," and Americanization. The entry "yes" after one of these means that a plan is in effect for such promotion.

(10) Visit elementary schools to improve curricula and instruction. If the state department has an employee devoting most of his time to visiting elementary schools for the purpose enumerated the entry is "yes." It is also "yes" where an institutional representative spends the major portion of his time in this manner. The incidental efforts of an institutional or of state department employees are not included.

(11) Visit high schools. Four purposes for such visitation are listed. Visitation for the improvement of curriculum is defined as in ten. Visitation for the interpretation of the requirements of higher educational institutions refers to giving counsel as to subjects needed for entrance to the institution or to a specific college, to the best sort of secondary school preparation for certain ends to be achieved in the college or university and to personal problems related in general to these and other similar issues.

Visitation for obtaining students for the institution refers to the visits to high schools of presidents, professors and others from the state institutions designed to acquaint the students as to the lines of work which the institution carries on, the type of students which the institution wishes to obtain, the cost, dormitory facilities, etc. This sort of service usually takes the form of an address by the institutional representative to the assembled students followed by an opportunity for questions and individual conferences. An impression prevails that this sort of service by the higher educational institutions has caused, in times past, much confusion among the students of the high schools and also has lead to rather unfortunate institutional rivalries. Visitation for accreditation refers to visits of duly authorized agents to obtain data regarding equipment, morale, teaching force, etc., of the high school as an aid in determining whether or not the school shall be accredited for purposes of college entrance.

(12) Lead debating league. As a stimulus to debating there is usually found in each state some plan for leading the debating activities of the high schools. In years past, this has been fostered almost exclusively by the state universities. Now, other agencies are assisting. Where there is a definite plan for leading the league the entry is "yes." The incidental work along these lines by professors in law schools, English teachers and others is not included.

(13) Provide commencement speakers. If the institution or department of education has an organized plan for responding to the requests of the public schools for commencement speakers, a plan definite enough to include a list of available speakers, topics, and final arrangements, the entry is "yes."

(14) Distribute visual education material. This is defined as in five. The material usually included under this heading consists of slides, mounted pictures, charts, graphs and moving picture reels.

(15) Provide library reference service. This implies budgetary provisions for a bureau or office to answer inquiries as to reference sources relating to topics of concern to the public schools and also to supplying books, pamphlets and the like to teachers and pupils, particularly those in the rural communities.

2. What means, if any, exist for determining, from time to time, the total service which the state educational agencies should provide for the schools, and for allocating appropriate lines of service to each of the agencies?

This question involves a number of important considerations. It implies that the first task is to determine, in some scientific and practical manner, what outside services the schools actually need. Such an inquiry must, with every item of importance, go below the surface, weigh values with care and exercise fine discrimination. The people of a community should provide, at all times, the best schools within their power. Expert service provided by outside agencies free of charge or at too low a cost, or with too frequent regularity may lead to a sort of educational pauperism quite as injurious to the public school system as indiscriminate charity is to the individual. The next task, after discovering the needs which cannot be properly met by the local schools, is to determine which of them should be met by the state supported agencies. It by no means follows that because a certain line of expert educational service cannot be provided by the local community itself, the burden should be transferred to the state. With the rapidly rising tax rate, in most states, and the fear of state paternalism shared by many, it is important that principles be devised to serve as a basis for reaching decisions as to state and private responsibility. The next and final implication in the question is that there should be a distribution of the residual responsibilities among the state agencies, not on a hit and miss basis, but with full and mature consideration of the nature of the need, the resources, inclinations and permanent place which each agency is to have in the state system.

3. Is there a plan for coördinating the work of the agencies?

This question is closely related to the second, and in some respects, is a part of it. However, it is conceivable, that each of the agencies may be performing the lines of needed service allotted to it, with no overlapping of function, but with less than maximum efficiency due to the absence of the active coöperation, mutual understanding and good-will of the other agencies. One cannot escape the conviction that in meeting the issues raised in the second question, the institutions themselves should have a large share in determining what each should undertake by way of serving the schools, for service work, to a certain extent at least, is one of the factors which determines the future of the institution. Much would be lost, however, without some mechanism by which each institution might share in deciding what it

should do, in relation to all the other institutions concerned. Such plans as may be found for coördinating the service work of the state agencies will be described in detail.

Section 5. Articulations Between the Higher Educational Institutions and the High Schools

The articulation between high schools and higher educational institutions is one of the most intricate and involved problems with which educators have to deal today.

> Historically, any articulation between schools and colleges is an afterthought. . . . The high school and the college were at first independent organizations. The academy which preceded the high school as the dominant secondary school, was in most cases independent of the college, and in many cases a substitute for it. But the extension of scope of the college and the increasing frequency with which the high school student was graduated into it suggested and made possible a coöperative relation between them. It is not to be wondered at that some hesitation and confusion have attended the adaptive process.[4]

The first means whereby a student passed from the high school to the college was by examination in certain prescribed subjects, given at the college. This plan tended to fix upon the secondary schools both the course of study and the type of instruction which the colleges desired of them. It became generally unsatisfactory, particularly in the western states, and is no longer in use in any of the states studied.

In 1870, Michigan adopted the plan of admitting without examination all students certified to the schools as satisfactory to the university in courses and in number and grade of the instructors.

> Michigan offered to send to any school, upon request, a committee that would inspect the work of the school and report to the university, which would determine whether the school in question should be placed on the accredited list.[5]

This plan was generally adopted by western institutions. It is now in effect in all the states studied, in substantially the original Michigan form, with the exception that in most cases the visitation and accrediting is done by representatives of state departments rather than universities. This change is vital, and virtually deprives the universities of all contacts with the high schools.

To enter some of the institutions in the states studied, one not only must be a graduate of an accredited high school, but must have completed certain prescribed subjects. It is not infrequent to find that the prescription of subjects varies among the departments, colleges and schools of the same institution.

High school visitors and inspectors, recorders and all those who deal with the admission and classification of students agree that it is becoming increasingly difficult to administer this plan. Changes within secondary schools, colleges and universities have led to new and exceedingly difficult situations.

The high school as an agency designed particularly to prepare one for college has entirely disappeared from the states here considered, and, in fact, elsewhere in the United States, except in certain cities on the Atlantic Coast. In its place there has come into being a practically new type of school, lacking as yet sharply defined objectives, but colored by a number of conceptions: That, as far as possible, all graduates of elementary schools should go on with their education; that the high school should provide something of immediate worth to all who attend; that more emphasis should be placed on science, economics, agriculture, home economics and the mechanic arts, and less on foreign languages and literary studies; that the vocational objective is important; and the the extra-curricular activities—athletic, social, literary and dramatic—should play an important part in the education of adolescents. In the states studied these conceptions have affected both rural and city high schools. The result is the cosmopolitan high school, the characteristic secondary school in the states forming the group under review. It is hailed by many as a democratic institution; it is condemned by others because of the massing together of individuals varying widely in capacity, interests, aims and future vocations. The accrediting of such schools for college entrance is a far different problem from the accrediting of those of essentially literary character. What parts, or activities, of such high schools are to be accredited, and for what purposes?

Meanwhile changes no less striking have been going on in higher education. The college for general culture—formerly the characteristic and almost exclusive unit in higher education—now finds itself occupying a different position. In some states there will be found a great university on a single campus, composed of a series of colleges and schools, most of which are for the purpose of education for a profession. The liberal arts college within such an institution may be regarded as the core or hub from which professional schools radiate. In other states there will be found, scattered about, a series of institutions each with a definite purpose in addition to the incidental purpose of general culture, such purposes including the training of engineers, agriculturalists, teachers, physicians or lawyers.

While the objectives of these professional schools are definite and clear, there is great diverstiy of opinion as to what should constitute

the entrance requirements for each. The opinions, obtained during the course of this study, are illuminating. Some hold that the emphasis should be placed upon seriousness of purpose and good moral character, others on a disciplined mind and an ability to attack problems, others on a certain level of intelligence as revealed by an intelligence test, others on a broad general education bearing no special reference to a definite end or aim and others to the mastery of designated preparatory subjects. Several of the very keen observers expressed themselves somewhat as follows: "We don't know what the entrance requirements for our various colleges should be. We are sure that they should not be uniform, and we believe that the level of intelligence, health, seriousness of purpose, and technical preliminary preparation of each applicant should always be considered."

It is now generally agreed that a problem which was formerly considered to be quite simple and capable of solution by enforcing rules and regulations, is, in reality, exceedingly complex. The literature relative to articulation and college entrance requirements, is voluminous, but nothing will be gained by summarizing the discussions in this study, for they are all predicated upon the assumption that the situation with which they are dealing is static.

Recent contributions of psychology in formal discipline and individual differences further reveal the nature and difficulty of the problem. The modification of the theory of formal discipline has made it practically useless as an aid in the construction of curricula or in the evaluation of subjects of instruction. The theory of individual differences relating to inborn limitations as to intelligence, aptitudes, capacities and other qualities, if applied to the problem of college entrance, enrollment and classification, would of necessity lead to a mode of procedure entirely different from any now in effect. That we are upon the eve of such changes is the opinion expressed by some of the presidents, recorders, and professors of education with whom conferences were held.

As an aid in discovering and stating the situation with reference to articulation, five questions will be considered. With the exception of the second question, which deals with entrance requirements now in effect, the aim of all the questions is to see how the institutions and the high schools are studying this problem—whether resources are being pooled in an effort to find a solution and whether coöperation exists with sufficient intimacy to assure results. A tabular presentation of the situation in each state is made to permit interstate comparisons.

1. Is there a plan whereby the higher educational institutions may coöperate with each other and with the high schools in determining entrance requirements?

It is significant to determine whether or not each institution determines its entrance requirements with no reference to other institutions, or whether there is coöperative effort in this matter. All coöperative plans which are found will be described in detail.

2. What are the present entrance requirements of each institution?

Facts are presented under two main divisions; one relating to entrance from accredited or affiliated high schools; and the other relating to entrance from non-accredited schools and schools in other states. In most cases the number of units required are reported, together with the subjects which must form part of the high school program.

3. Is there a plan for the entrance of Smith-Hughes groups?

The bulk of the work in agriculture and home economics, under the Smith-Hughes Act, is now carried on in the regular high schools, in the states studied. The trade and industrial work is usually carried on in special, part-time and continuation and evening schools. The program which a student of vocational agriculture or vocational home economics pursues varies quite markedly from the usual high school program. Under this act at least one-half of the day must be spent in useful, productive work, and the other half must be divided between subjects technically related to the practical work and general education.[6] This act was not intended to provide education for those who wish to go to college, but rather for those who would enter upon employment after the completion of a vocational course of less than college grade. In spite of this, however, there has been insistent demand from those who conduct high schools that the Smith-Hughes work be merged with that of the regular high school. This change in conception has come in agriculture and home economics in most of the states studied. It means that, in time, the colleges will be confronted with a new problem. This question aims to discover whether or not the solution of this problem has been anticipated.

4. Are studies of individual differences being made as an aid to the enrollment and classification of students?

Reference has already been made to the problem of individual differences. The need for a study of individual differences is acute everywhere, but particularly in those states where the colleges are distributed over the state rather than concentrated in one place. In

Montana, for example, the mining school is in one locality, the university in another, the agricultural college in another, and the normal school in still another. All these institutions vary in purpose, in technical requirements and certainly in the types of students desired. A serious, intelligent student might fail utterly in the mining school and do brilliant work in the normal school or the agricultural college.

5. Are studies being made of the overlapping of high school subjects and courses offered by the higher educational institutions?

Reference here is not to the slight overlapping of content of courses bearing different designations, but to high schools and universities both offering the same courses, for example, beginning algebra, geometry, or physics.

Purpose IV. To describe the provisions which have been made for coördination and evaluate the work of the coördinating boards in (1) determining policies and curricula, (2) bringing about harmonious relations among the institutions, and (3) solving problems of articulation between the institutions and the high schools.

The material presented under this topic will be found in each chapter under IV, bearing the title of the coördinating board.

Section 1 will contain a brief statement of the establishment of the board and the composition, tenure, powers and duties and mode of appointment of members. In Section 2 the immediate problems of coördination will be summarized under three captions: Definition of policies and curricula, relations among institutions and articulation between the institutions and the high schools. Section 3 will contain a statement of the work of the supplementary boards. In Section 4 the work of the board will be summarized and evaluated.

III. Sources of Information

The facts relating to purpose one, the establishment of the state institutions, were obtained from state constitutions, codes, acts and reports. When necessary, statements from institutional catalogues have been used, but in every case where possible, such statements have been subjected to verification. Data of much value have been obtained from the reports of presidents of institutions and of governing boards.

The constitutional and legislative provisions for institutions, under purpose two, have been determined by a study of the constitutions, codes and statutes. No secondary sources have been used.

The data relating to the third purpose were obtained by means of conferences with representatives of institutions and boards, and by a study of documents. In each state a total of about twenty conferences

were held with presidents of institutions and boards, registrars and recorders, deans of schools and colleges, professors of education, and state superintendents of education. The conferences were conducted with particular reference to the points set forth in sections one to five of this chapter.

The minutes of the supplementary curricular boards were the chief source of information under purpose four.

REFERENCES

[1] State Constitution, Indiana, 1816, Section VI.

[2] United States Bureau of Education Bulletin 1916, no. 19, page 49.

[3] *Ibid.*, page 50.

[4] Monroe, Encyclopaedia of Education, vol. 2, page 108.

[5] *Ibid.*, vol. 2, page 99.

[6] Bulletin No. 1, Federal Board for Vocational Education.

CHAPTER III

ALABAMA STATE COUNCIL OF EDUCATION

I. Establishment and Present Status of the Institutions (for Whites only)

The University of Alabama

Establishment.—The University of Alabama is located at University, immediately adjoining Tuscaloosa. Its establishment was authorized in the first state constitution and reaffirmed in each of the five constitutions which have followed. The constitutional convention which met at Huntsville, Alabama Territory, in 1819 adopted the following article.

> Schools and the means of education shall be forever encouraged in this state; and the General Assembly shall take measures to preserve, from unnecessary waste and damage, such lands as are or may be hereafter granted by the United States for the use of the schools within each township in the state, and apply the funds which may be raised from such lands, in strict conformity to the object of such grants. The General Assembly shall take like measures for the improvement of such lands as have been or may be hereafter granted by the United States to this state for the support of a seminary of learning, and the moneys which may be raised from such lands, by rent, lease or sale, or from any other quarter for the purpose aforesaid, shall remain forever a fund for the exclusive support of a State University for the promotion of the arts, literature, and the sciences; and it shall be the duty of the General Assembly, as early as may be possible, to promote effective means for the improvement and permanent security of the funds and endowments of such institutions.[1]

In the same year, upon the admission of Alabama to the Union, the United States made its first grant of land to the state for the support of a seminary of learning. This consisted of seventy-two sections or 46,080 acres.[2] On December 18, 1820, responding to the provisions of the constitution, the legislature passed an act providing that "a seminary of learning is hereby established to be denominated the University of Alabama."[3] The General Assembly of 1821 enacted the first university code which described the constitution of the governing board and its duties, and authorized the board to submit a recommendation to the next session of the assembly as to the location of the institution.

This code contained a provision of great significance which, if carried out, would have produced a very different situation in the state in higher education than is now found. The clause referred to provided for a Women's College as a branch of the university.

> . . . the said trustees shall have the power, and it is hereby declared their duty to select a site for a female institution which institution shall be considered as a branch of the University of Alabama, and shall be governed by the same laws, as far as the same may be applicable.[4]

It is interesting to note that no such branch was established. As succeeding codes make no mention of it, the idea was probably given up, owing to the immediate problem of establishing the University. Now, a century later, a Women's College, under a separate board of control, is in existence, and in a sense, is a real competitor of the university in certain fields. As will be noted later, the clause in the constitution of 1888, providing for the Agricultural College, made it possible for this College to be a branch of the University. However, this plan was not adopted. Again, in 1893, when the legislature provided for the state school now known as Alabama Technical Institute and College for Women, the trustees were given the option of founding a separate school or establishing it as a branch of some institution already in operation. They adopted the former plan. Alabama has thus had the opportunity of building a university inclusive of many parts or branches, but, by failing to take advantage of the opportunities as they have been presented, has virtually decided not to do so.

In 1827 the General Assembly selected Tuscaloosa as the site of the University and on April 12, 1931, the institution was opened for the instruction of students.[5]

During the Civil War the University was completely demoralized. The buildings were burned by Federal troops in 1865. The reconstruction period was long and difficult. Writing of this period Fleming says:

> The Board [referring to the State Board of Education, which by virtue of the Constitution of 1868 replaced the University Trustees] tried to reconstruct the University. After the appearance of one lone student in 1865, the efforts of the Trustees had been directed only toward the completion of the buildings. In 1868, after the constitution of 1867 had failed of adoption, the old trustees met, elected a President and faculty, and ordered the University to be opened in October, 1868. A few weeks later, Congress imposed the constitution on the state [referring to what is known as the constitution of 1868 previously mentioned] and the Board of Education, as Regents, took charge of the University.[6]

Great difficulty was experienced by this board in securing a president and faculty. There was a general feeling that the board itself was not working for the best interests of the University, and that the men selected for the staff of the institution were not in sympathy with the south. The faculty selected by this board was known as the "reconstruction faculty." Fleming records an item showing the contempt with which Alabama viewed the University at this time.

On January 5, 1869, "The Reconstruction University," a farce was enacted at the court house for the benefit of the brass band.[6]

He continues:

On April 1, 1869, the University opened with thirty students. . . . In 1871 the Superintendent of Public Instruction and the two members of the Board of Regents were Democrats. The faculty was organized for the eighth time, and a faculty of natives was selected. The effect upon the attendance was marked. In April (1869) there were three students and in June none, while during the sessions of 1872–1873, 167 students were enrolled.[6]

In reparation for the loss of buildings, library and scientific apparatus, Congress, by act of February 25, 1884, made a second grant of public lands of seventy-two sections.[7]

The constitution of 1901, now in effect, sets forth the composition, mode of appointment, powers and duties of the governing board, and specifically prohibits any change in location except upon two-thirds vote of the legislature.

Financial Support.—The grants of land made by the Federal goverment were the chief support of the University during its early years. After the establishment of the State bank the proceeds from the sale of the public lands were deposited therein. Upon the failure of the bank the legislature made direct appropriations to the institution of an amount equivalent to the interest on these funds. While these funds have but paper existence at present, the indebtedness of the state to the University is recognized in the constitution of 1901, which guarantees "the sum of not less than thirty-six thousand dollars per annum as interest on the funds of the University of Alabama heretofore covered into the treasury."[8]

The University is now supported from funds derived from Federal grants and from the legislature, by direct appropriation.

Government.—The first governing board of the University under the code of 1821, consisted of the Governor *ex-officio,* and twelve trustees, two from each judicial circuit. They were elected by joint ballot of both houses of the General Assembly, and held office for three years.[9] Under the code of 1853 the board consisted of two trustees from the judicial circuit in which the University is located, one from each of the other circuits, the Governor, Judges of the Supreme Court and the President of the University. The trustees were elected by the General Assembly in the same manner as provided in 1821, but held office for six years instead of three.[10] (At this time there was no State Superintendent of Education.)

The reconstruction constitution of 1868, which made many changes in the organization of the state school system, all looking toward achieving efficiency through centralized control, provided that the

state board of education should be the board of regents of the university. This board consisted of the Superintendent of Education and two members from each congressional district. The superintendent was elected by popular vote for a period of two years and the members of the board were elected by the voters of the respective congressional districts, for a period of four years.[11] Reference has already been made to the attempts of this board to govern the University. Its failure should not be charged against the plan of a single board for the government of the whole state school system but to the basic social and economic difficulties incident to reconstruction. This board continued in force for seven years—until the adoption of the constitution of 1875.

In 1875 the government of the University reverted to a separate board of trustees. Under the new constitution, the governor appointed the board, by and with the consent of the Senate. The board consisted of two members from the congressional district in which the University is located, and one from each of the other districts. The members were divided into three classes, holding terms of two, three, and six years respectively. The governor and superintendent of education were members *ex officio*.[12]

The constitution of 1901, now in effect, holds to the congressional district plan, as in 1875, together with the two *ex officio* members. The new element of interest is that the term is increased to twelve years, and that, upon the expiration of the term of office of any member or vacancy from any other cause, the remaining members of the board fill the vacancy by ballot, subject to the confirmation of the legislature in its next session. The board is thus self perpetuating.[13]

Function.—The function of the University is not specifically defined either in the constitution or in the statutes. In the code of 1919 the trustees are empowered to carry out the purposes and intent of Congress in making the grants for a seminary of learning.[14] In the constitution of 1819 as already noted the seminary was to be established for the promotion of arts, literature and the sciences. Presumably the work of the University is limited to the offerings of the colleges, schools and divisions for which appropriations are made by the legislature. However, with the lack of clear definition of the legitimate activities of the various colleges, it is evident that the University has very wide latitude as to its function. The officials of the University do not state in the catalog, or in other printed documents, what they consider the main functions of the institution to be; nor do they limit or define its fields as differentiated from those of other Alabama institutions for higher education. See page 63 for a list of the major lines of work offered by the University.

Alabama Polytechnic Institute

Establishment.—The Alabama Polytechnic Institute is the "land-grant" college of the state for white persons. It is located at Auburn. The constitution of 1868 provided that:

> The General Assembly shall, as soon as possible, provide for the establishment of an Agricultural College and shall appropriate federal lands for this purpose and may make the same a branch of the University of Alabama for instruction in agriculture and the mechanic arts and the natural sciences in connection therewith and place the same under the supervision of the board of regents.[15]

As has already been indicated, the State University was in process of reconstruction during this period. Due to this and to the apathy of some, and the open hostility of others of the faculty of the University to the type of instruction to be subsidized under the Morrill Act, no serious consideration was given to making the Agricultural College part of the University.

The General Assembly, in its session of 1872, authorized the establishment of a separate institution to be known as the Agricultural and Mechanical College of Alabama, locating it at Auburn.[16] It appears that there was the usual competition among the communities of the state for the new college. Fleming gives a graphic account of this competition:

> When the land-grant college provided for in the Morrill Act of 1862, was established in 1872, there was no attempt made to appoint a reconstruction faculty or board of trustees. But there was sharp competition among the towns of the state to secure the college. The legislature was to choose the location and many of the members let it be known that their votes were to be had only in return for material considerations. It was finally located at Auburn, Lee County. One Auburn lobbyist went out on the floor of the house and there paid a negro solon $50 to talk no more against Auburn. The next day the same negro was again speaking against the location. His purchaser went to him and remonstrated. The negro acknowledged that he had accepted the $50 not to speak against Auburn, but said, "Dat was yisteddy, boss." Another Auburn man promised a cook stove to a negro of more domestic inclinations, and amidst the excitement the negro forgot all about it, but after the vote the negro came up and demanded his stove. He received it. Another got a sewing machine.[17]

The early relations between the Agricultural college and the University were not friendly. The president of the College in a report to the trustees in 1877 mentioned some of the difficulties between the two institutions. (See page 5.)

While the early period of the college, like that of other similar colleges in the United States, was one of great discouragement, the vitality which the institution has shown is remarkable. For many years the people of the state have entertained no doubts as to its usefulness in agricultural, as well as technical education. It now occupies a conspicuous place in higher education in the state and faces the future with merited assurance.

The constitution of 1875 and that of 1901, now in effect, confirm the establishment and location of the institution.

Financial Support.—In addition to being the recipient of the Federal grants of 1862, under the Morrill Act, the institution has received the benefits of the Hatch Act of 1877, the Adams Act of 1906, and the Smith-Lever Act of 1914.[18] It has also received direct appropriations from the state.

Government.—The Alabama Polytechnic Institute has always been governed by a separate board of trustees. This board, under the law of 1872, was composed of seven members appointed by the governor, by and with the advice of the senate, and, in addition, the governor, superintendent of public instruction (later called superintendent of education), and the president of the State Agricultural Society, *ex officio*.[19]

Under the constitution of 1875, the Board of Trustees was composed in identically the same manner as the board for the University. The constitution of 1901 provides a board of trustees consisting of two members from the congressional district in which the institution is located, one from each of the other congressional districts and the governor and superintendent of education, *ex officio*. The trustees are appointed by the governor, by and with the consent of the senate, and hold office for twelve years. Terms are arranged so that one-third may be chosen quadrennially. Unlike the governing board of the University this board is not self perpetuating.[20]

Function.—The function of the Institute is no more sharply defined by law than the function of the University. The enabling act of 1872 states "that the leading objects shall be, without excluding other scientific and classical studies and including military tactics, to teach such branches of learining as relate to agriculture and the mechanic arts, in conforminty to an act of Congress."[21] (referring to the Morrill Act). This definition of function is reaffirmed in the constitution of 1901.

The activities of the Institute are described as follows:

> The institution is organized for three major lines of service: Resident Teaching, Experiment Station, and Extension Service. Resident teaching, which includes the work of teaching at the institution, is the oldest and perhaps the most distinctive feature of the college. The Experiment Station, by means of constant investigations and research, keeps the other two grand divisions in touch with the latest developments of science. The Extension Service, which is the clearing house of ideas, seeks to give currency throughout the State to the truths worked out by the Experiment Station and those used for Resident Instruction.
>
> Resident instruction falls within seven divisions: The College of Engineering and Architecture, The College of Agricultural Sciences, The Academic Departments, The College of Veterinary Science, The School of Education, The School of Chemistry and Pharmacy and the Departments of Home Economics and Home Demonstration Work.[22]

Alabama Technical Institute and College for Women

Establishment.—The Alabama Technical Institute and College for Women is located at Montevallo. Due to the initiative of a number of public spirited women, of whom Julia Strudwick was leader, an act was passed in 1893 establishing a Girls' Industrial School, as the institution was then called. The enabling act, aside from providing for the governing board and a multitude of details as to the function of the school and its organization, contained a clause; "that if the trustees to be appointed shall deem it best or the most practical way of attaining the desired object, then it may be established as a branch of an already existing school."[22] As in the case of the College of Agriculture no attempt was made to take advantage of this opportunity to build a system of related state institutions.

After a period extending over a year during which many spirited discussions were held, the trustees in 1896 selected Montevallo as the site. Fourteen towns were in active competition for the school. Montevallo was finally required, in addition to donating certain buildings, to raise a cash fund of $9000.[23] The citizens thus established a special claim for consideration when the legislature located this institution.

By legislative enactment in 1901, a new charter was granted, reaffirming substantially the provisions of the first act but somewhat changing the character of the school.[24] In 1919 the name was changed —the term "girls" was dropped from the title, "technical" was substituted for "industrial," and the name "College for Women," was added. The significance of these changes is obvious.

The only constitutional provision for this institution is that the legislature cannot change the location without two-thirds affirmative vote of its members.[25] The school thus has only statutory existence.

Financial Support.—In 1899 congress appropriated to the state 25,000 acres of land for the support of the school. Its chief support has been derived from direct appropriations made by the legislature.

Government.—The government of the institution has always been vested in a board of trustees appointed by the governor, by and with the consent of the senate. The board from the beginning has been composed of one member from each of the ten congressional districts of the state, and two at large, in addition to the governor and the superintendent of education, *ex officio.* From 1893 to 1897, the secretary of state was also a member, *ex officio.* According to the enabling act of 1893, the term of office was six years.[26] It is now twelve years. Tenure is arranged so that about one-third of the members retire each four-year period.[27]

Function.—The functions of the institution have always been more clearly defined by statute than in the case of either the State University or the Polytechnic Institute. When created in 1893, the trustees were authorized to establish and maintain

> . . . a first-class industrial school for the education of white girls in the State of Alabama in industrial and scientific branches, at which said girls may acquire a thorough normal school education, together with a knowledge of kindergarten instruction and music; also a knowledge of telegraphy, stenography, photography and phonography, typewriting, printing, bookkeeping, indoor carpentry, electrical construction, clay modeling, architectural and mechanical drawing, sewing, dressmaking, millinery, cooking, laundry, house, sign and fresco painting, home nursing, plumbing and such other practical industries as, from time to time, to them may be suggested by experience or tend to promote the general object of said girls' industrial school, to-wit: fitting and preparing such girls for the practical industries of the age.[28]

Under the charter of 1901, the function is defined as:

> . . . giving therein instruction in the liberal arts and sciences; English language and literature, the science and art of teaching as a profession, music, drawing, painting, decorative art, botany, horticulture, floriculture, scientific dairying, cooking, sewing, dressmaking, millinery, bookkeeping, stenography, typewriting, telegraphy, and any and every branch of human knowledge or industry by which women may live.[29]

Under this charter the school was authorized for the first time to confer regular and honorary degrees. The plan for free scholarships begun in 1893 was continued. The trustees are specifically charged with the duty of employing student assistants, where possible, so that poor girls may take advantage of the school.

Even more striking changes in function were made in 1909. The trustees were given all the powers of a corporation established to carry on a state educational institution of higher learning and were authorized to organize the following department:

English literature and expression, mathematics and astronomy, history and political economy, education, psychology, sociology, ancient languages, modern languages, chemistry, physics, geology, biology, bacteriology, zoology, physiology, sanitation, agriculture, dairying, floriculture, horticulture, art, painting, manual training, home economics, vocal and instrumental music, stenography, bookkeeping, typing and telegraphy. Other departments and subjects may be well established from time to time upon the recommendation of the president and the faculty.[30]

A study of the above legislation, together with a review of the catalog of the school, reveals clearly that the original distinctive purpose of the school has been lost. From the beginning it maintained courses for the training of teachers, but the trade and industrial work, which differentiated the institution from others in Alabama, has given place to the academic branches. It has become, or is rapidly becoming, a women's college with the usual standardized curriculum.

A comparison of the subjects listed below in parallel columns shows the changes which have taken place in the subjects offered. Column one includes the subjects stated in the law of 1893 that do not appear in the law of 1919. Column two includes the subjects stated in the law of 1919 that do not appear in the law of 1893.

Column One. (Subjects Dropped)	Column Two. (Subjects Added)
Photography	English, literature and expression
Phonography	Mathematics
Printing	Astronomy
Indoor carpentry	History and political science
Electrical construction	Education
Clay modeling	Psychology
Art metal work	Sociology
Drawing	Ancient and modern languages
Sewing	Chemistry and physics
Dressmaking	Geology
Millinery	Biology
Cooking	Bacteriology
Laundry	Zoology
House, sign and fresco painting	Physiology
Home nursing	Sanitation
Plumbing	Agriculture
	Dairying
	Floriculture
	Horticulture
	Manual training
	Home economics

The tendencies are unmistakable. The industrial work has given place to academic subjects, home economics, and agriculture. The last catalog shows a decided emphasis on the academic work. The curricula which from a college point of view have been considered as irregular were discontinued beginning with 1922, after which only "straight two and four-year courses" are to be offered. The two-year course leads to certification for teaching in the elementary schools. The four-year course leads to the B.S. degree.

State Normal Schools

Establishment.—There are at present six state normal schools in Alabama, for the training of white male and female teachers. They are located at Florence, Jacksonville, Livingston, Troy, Daphne, and Moundville. The future of the school at Moundville is uncertain as the state board of education is empowered to discontinue it.

The Florence Normal School is the oldest, having been established by legislative action in 1873.[31] The Florence Wesleyan University was at this time given to the state on condition that it be used for the training of teachers, and the institution at Florence, during its early years was housed in the university buildings. Two years before the state board of education had passed an act approved by the legislature December 29, 1871, creating normal schools at Talladega, Tuscombia, Scallsboro, and Midinay. However, in 1872 the legislature repudiated this action in its entirety, as well as practically all of the other official acts of importance passed by the reconstruction board of education.[32]

Ten years after the founding of the Florence Normal School two additional normal schools were established, one at Jacksonville and the other at Livingston. The buildings of the Calhoun County College were donated for the use of the former and those of the Livingston Female Academy for the latter. In 1877 the fourth normal was established. It was located at Troy, the conditions having been fulfilled, that "the citizens of this community furnish, free of charge a suitable building and grounds, under the complete control of the directors."[34]

In 1907 two more state normal schools were founded by acts of the legislature. These were located at Daphne and Moundville, each upon the condition, which was fulfilled, that the community furnish suitable buildings and grounds free of charge to the state.[35]

Under the code of 1919, there is a provision that the state board of education may discontinue or remove the school at Moundville, and that, if so discontinued or removed, the buildings shall be used for a county high school.[36]

No reference has ever been made in any of the constitutions of Alabama to normal schools, either as to their inclusion in the state system, their government, or their support. They thus have statutory existence, only.

Each of the institutions maintains the last two years of the high school course.

Financial Support.—From the beginning, the state normal schools have been supported by direct appropriations from the legislature.

Government.—Up to 1911, each of the state normal schools was governed by a separate board of trustees. Under the law of 1877 the nine members of the board governing the Florence Wesleyan University were made the governing board of the Florence State Normal School. They were to hold office during the pleasure of the board (referring to the same Normal School board) and vacancies were to be filled by the remaining members.[37] This arrangement was discontinued in 1887 at which time the law provided for a board of six directors appointed by the governor by and with the advice of the senate, for a term of office of six years.[38]

The Jacksonville State Normal was originally governed by a board of eleven members, which previously constituted the board of Calhoun College. The Livingston Normal was first governed by the board of seven members which previously constituted the board of the Livingston Female Academy.[39] The Troy Normal was governed by a board of nine members, whose personnel was stated in the law.[40] All these four boards were empowered to fill vacancies in their membership.

The Daphne and Moundville Normals, when established, were each governed by a board of trustees of six members appointed by the governor by and with the advice of the senate, with the governor and superintendent of education *ex officio.*[41]

In 1911, the boards then governing each of the normal schools were replaced by a single board of trustees of six members appointed by the governor, by and with the advice of the senate, and the governor and superintendent of education, *ex officio,* the appointed members holding office for six years.[42] Under the code of 1919, the State Board of Education succeeded this board of trustees.[43] The State Board of Education consists of six members appointed by the governor for a term of twelve years, and the governor and superintendent of education, *ex officio.*

Function.—There is no statutory definition of the function of the state normal schools. The catalogs of 1922 of all the schools contain the following statement of purpose:

> The function of the Normal School is the training of teachers for the elementary and junior high schools. . . . It believes in liberal scholarship attainments, but it concerns itself largely with methods for making these attainments effective in the school room.

Summary

1. Has the scope and function of each institution been so defined or described throughout the years as to indicate its essential function as differentiated from the others?

The only institution whose functions have been clearly defined is the Alabama Technical Institute and College for Women. Under the general powers granted to the boards of control of the state institutions each may occupy, in general, as broad and inclusive a field as it desires and for which it may obtain funds.

2. What factors operated in the selection of sites for the institution?

No data are available indicating the reason for the location of the University at Tuscaloosa. The Agricultural College was located at Auburn as the result of political manipulation.

The Alabama Technical Institute and College for Women was located at Montevallo because this town was able to offer more property and money than any of its competitors. To fulfill the purpose for which it was originally founded—that of providing trade and industrial education for girls and women—it is obvious that it should have been located in one of the cities of the state.

The first three state normal schools—Florence, Jacksonville and Livingston—were established on the property of denominational colleges, donated to the state for this purpose. The last three—Troy, Daphne and Moundville—were located in these respective towns because of the willingness of the citizens to provide free buildings and grounds.

Nevertheless, the institutions are fairly well distributed throughout the state. The factor of location, as such, is not a serious deterrent to coördination. It must be borne in mind, however, that when the people of a community freely donate money and property to the state in order to obtain a state institution, the community will subsequently do all in its power to assure its prosperity by obtaining the maximum number of students, the maximum appropriation for buildings, grounds and support, and the maximum expansion of function. In this respect the location of the state institutions in Alabama is a deterrent to coördination, for the proper function of one institution as part of the total state system, may be quite different from the conception of the place of the institution as viewed by the people of the community in which it is located.

3. In the determination of the form of government for each institution is there evidence to indicate that consideration was given to the possibility of creating, by degrees, a system of higher education composed of schools and colleges having organic relations to one another?

It has been noted that the first university code provided that the board of trustees might establish a Women's College as a branch of the University; that the enabling act for the Polytechnic Institute provided that it might be a branch of the University; and that the enabling act for the school now called the Technical Institute and College for Women provided that it might be a branch of some already established institution.

There has never been a movement to relate the normal schools to other parts of the higher educational system, probably because they were of secondary level, up to a few years ago. They are now related to each other by virtue of being governed by a single board.

Historically, there have been opportunities in Alabama to build a system of related institutions, but the opportunities have not been embraced except in the case of the normal schools.

II. Analysis of Legislation Relating to Institutions

1. Are the provisions in the constitution similar for all the state institutions for higher education?

The continuity of the State University and the Alabama Polytechnic Institute is assured by the constitutional provisions describing the form of government for each, confirming the location, and charging the legislature with the custody and expenditure of grants made specifically for their support. The location of the Alabama Technical Institute and College for Women is confirmed, but no provision is made for its government or support.

2. Are the institutional boards of control similar in composition and in powers granted to them?

With reference to the composition of the boards, they are all large—eleven or twelve members—except the state board of education which governs the normal schools, and is composed of six members. Likewise the tenure of all is identical and long—twelve years. The governor and the state superintendent of education are *ex officio* members of all boards. The board of trustees of the state university is self-perpetuating. All other boards of trustees are appointed by the governor by and with the advice and consent of the senate.

With reference to the powers of each of the boards, there are striking differences which might be characterized as inconsistencies. Some of the outstanding differences, which the reader will note by referring to the tabular statement are:

As to power relating to property, while the boards governing the University and the Technical Institute and College for Women are specifically empowered to accept property, this privilege is not directly conferred upon either the board for the Polytechnic Institute or the Normal Schools.

With respect to employees, all boards have identical stated power except that the state board of education—as the governing board of the normal schools—and the board of the Technical Institute and College for Women are not specifically empowered to dismiss employees.

Other peculiarities should be noted. The board for the Technical Institute and College for Women is the only one specifically authorized to determine the qualifications for entrance for students. While all boards are authorized to prescribe courses of instruction, the Technical Institute and College for Women board is the only one empowered to add new departments of instruction. All boards, save the state board of education acting as the governing board of the normal schools, are empowered to confer diplomas and degrees upon students and honorary degrees upon others. The boards for the university and the Polytechnic Institute are authorized to set fees and tuition rates; the others are not.

3. Do the differences in constitutional and statutory provisions give some institutions potential advantages over others?

The constitutional provisions for the University and the Polytechnic Institute undoubtedly give them both great potential advantages over the Technical Institute and the College for Women and the Normal Schools by the assurance of permanence of existence, form of government and financial support. This importance cannot be overestimated.

The effect of the variations in the size, composition and mode of appointment of the boards is not clear. Any advantage or disadvantage claimed for either the large or small board would be on the basis of speculation. However, one thing seems certain: As long as each institution depends for growth and prosperity upon the good will of the people from all parts of the state, and upon the legislature for financial support, the institutions with board members in each congressional district—as in the case of the University and the Polytechnic Institute—stands in a more favorable position than the state normal schools with board members from only six of the districts. It is not that a board of eleven or twelve members is more effective than

one of six members, but that a sphere of influence in all districts of the state is more effective in obtaining support than a sphere of influence in only part of the districts.

There has been much discussion of the plan whereby the board of trustees of the University perpetuates itself, subject to the confirmation of the senate. The plan is unique. There are many arguments for and against it. Until more extended experience is available one cannot say, with any degree of certainty, that it is an advantage or a disadvantage to an institution.

As has been already shown there are striking differences in the stated powers of the various boards, differences that do not lend themselves to reasonable explanations. However, each board is endowed with powers broad and general enough to enable it to do what is for the best interests of the institution. The astonishing thing is that no board is specifically restricted as to its powers and duties. All have practically unlimited powers to determine the lines of work which the institution shall offer; none are restricted in this respect save by very generalized statements, statements so general as to have but slight significance. We must conclude, in spite of the specified differences in powers, that the boards of all institutions are on about the same footing, but that the University and Polytechnic Institute are favored in the constitution.

CONSTITUTIONAL PROVISIONS FOR STATE INSTITUTIONS[44]

	University	Polytechnic Institute	Technical Institute and College for Women	Normal Schools
1. Does constitution mention institutions?	yes	yes	yes	no
2. Does constitution describe state system as including?	no state	ment of the	units com	prising
		the sta	te system	
3. Does constitution provide for institution:				
a) location	no	no	no	no
b) confirmation of location	yes	yes	yes	no
c) mode of appointing governing board	yes	yes	no	no
d) composition of board	yes	yes	no	no
e) tenure of members	yes	yes	no	no
f) remuneration board members	yes	yes	no	no
g) institutional function	no	no	no	no
h) mode of financial support	no	no	no	no
4. Does constitution authorize legislature to:				
a) establish	no	no	no	no
b) constitute governing board and determine powers	no	no	no	no
c) determine functions of institutions	no	no	no	no
d) plan financial support	no	no	no	no

4. Are the differences in legislation due to the operation of a principle or to haphazard formulation or some other factor of this character?

No principle underlying the formulation of legislation for the state institutions can be discovered. Reference has already been made to a number of differences which seem inconsistent. All boards are given practically blanket powers; some in addition to these blanket powers are given powers and duties specified in great detail—powers which would otherwise be taken for granted. The codes under which the institutions operate cannot be described as either general or specific. Each code is a curious mixture of both. With some boards no provision is made for discharging very important responsibilities, while detailed provision is made for matters of slight consequence. It is concluded that the differences in legislation are due to haphazard formulation.

NAME, MODE OF APPOINTMENT, COMPOSITION, TENURE, AND REMUNERATION OF BOARDS OF CONTROL OF STATE INSTITUTIONS

	University[45]	Polytechnic[46] Institute	Technical Institute and College for Women[47]	Normal Schools[48]
1. Name of board	Board of Trustees	Board of Trustees	Board of Trustees	State Board of Education
2. Mode of appointment of members	Elected by Board of Trustees. Senate†	Gov. Sen.*	Gov. Sen.*	Gov. Sen.*
3. District or other restrictions	Note 1	Note 1	Note 2	Note 3
4. Number of appointive members	11	11	12	6
6. *Ex officio* members	Gov. Supt. Ed.	Gov. Supt. Ed.	Gov. Supt. Ed.	Gov. Supt. Ed.
6. Tenure in years	12 about ⅓ retire quadrennially	12 same	12 same	12 same
7. Remuneration	actual expenses	actual expenses	actual expenses	$10.00 per day plus expenses. Note 4

* Appointed by the Governor by and with the advice and consent of the Senate.
† Subject to the confirmation of the Senate.
Note 1.—Two members from the congressional district in which the institution is located and one from each of the other congressional districts.
Note 2.—One member from each of the congressional districts and two from the state at large.
Note 3.—No two from the same congressional district.
Note 4.—Ten dollars per day of actual service and for a total of not more than twenty-five days in any one fiscal year.

POWERS AND DUTIES OF BOARDS OF CONTROL OF INSTITUTIONS

	University of Alabama[45]	Alabama Polytechnic Institute[46]	Alabama Technical Institute and College for Women[47]	State Normal Schools[48]
1. General control vested in board	yes note 1	yes note 1	yes note 2	yes note 3
2. Power to enact by-laws, rules and regulations	yes	n.m.*	yes	yes
3. Power over property:				
a) accept grants, bequests	yes	n.m.	yes	n.m.
b) invest and dispose of grants and bequests	yes	n.m.	n.m.	n.m.
c) condemn property	n.m.	n.m.	yes	n.m.
d) improve property	n.m.	n.m.	n.m.	n.m.
e) purchase property, etc.	n.m.	n.m.	yes	n.m.
f) enter into contracts	n.m.	n.m.	yes	n.m.
4. Power to employ:				
a) president, teachers, etc	yes	yes	yes	yes
b) determine term of office	yes	yes	yes	yes
c) fix salaries	yes	yes	yes	yes
d) dismiss employees	yes	yes	n.m.	n.m.
5. Power to determine entrance requirements:				
a) moral qualifications	n.m.	n.m.	yes	n.m.
b) educational qualifications	n.m.	n.m.	yes	n.m.
c) general conditions of entrance	n.m.	n.m.	yes	n.m.
d) entrance requirements stated in law	n.m.	n.m.	yes	n.m.
6. Power to prescribe course of study:				
a) prescribe courses	yes	yes	yes	yes
b) add departments of instruction	n.m.	n.m.	yes	n.m.
c) prescribe textbooks	n.m.	n.m.	n.m.	n.m.
7. Power to confer degrees:				
a) diplomas and degrees to students	yes	yes	yes	n.m.
b) honorary degrees to others	yes	yes	yes	n.m.
8. Power over fees:				
a) set fees	yes	yes	n.m.	n.m.
b) set tuition	yes	yes	n.m.	n.m.
9. Limitation of powers	n.m.	n.m.	n.m.	n.m.

* No mention.

Note 1.—The Board of Trustees constitutes a body corporate. Such corporation shall have all the rights, privileges, and franchises necessary to a promotion of the end of creation, and shall be charged with all the corresponding duties, liabilities and responsibilities.

Note 2.—The Board of Trustees constitutes a body corporate and has all the powers of a corporation established to carry on a state educational institution of higher learning.

Note 3.—The State Board does not constitute a body corporate. It is authorized to have the general control and management of the Normal Schools.

III. Relations Among Institutions

Section 1. Important Issues Among Institutions as to Definition of Scope and Curricula

1. What provisions have been made prior to the creation of the State Council of Education for determining the functions of each institution in relation to the others or to the needs of the state?

Prior to 1919—just a century after the adoption of the first constitutional provisions for the university—no means existed in Alabama for determining a state policy in higher education. It has been noted from previous discussions that the Alabama institutions were developed with no reference to a unitary plan, with no clear definition of function and with practically no restrictions upon boards of control in matters of educational policy.

2. What are the important issues as to the policies and functions of institutions?

The normal schools have centered their efforts, from the beginning, on the one task of training teachers—at first teachers for the elementary schools, now teachers for the elementary and junior high schools. There has never been any indication in Alabama that these schools were tending to enter upon lines of work foreign to this undertaking. While it is reasonable to expect that the present two-year course may be lengthened, there is no indication that this will cause any difficulty unless the training of teachers for high schools becomes part of the program. The normal schools thus occupy a definite and known position in the state system.

The educational policies of the other institutions are not so clear. One purpose which seems to be common to them all is to expand as much as possible. The University can no longer be considered essentially a liberal arts institution. In 1845 it established a school of law. In 1861 it began instruction in engineering and in 1881 founded the college of engineering. Other types of professional training have been added from time to time so that now its curricula are many and varied; in fact, inclusive of most types of higher education.

The Polytechnic Institute has long since outgrown its name. Although established as a "land-grant" college for agriculture and the mechanical arts, it is becoming a university to all intents and purposes. It maintains a large number of academic departments under a dean and offers a four-year liberal arts course leading to a degree. It offers a pre-medical course and a series of courses in pharmacy in addition to agriculture, home economics, engineering and education.

The character of the Technical Institute and College for Women has so changed through the years that it now resembles a typical women's college more than a girls' trade school. It was authorized by law, in 1919, to become a college.[49] The implication is that it should offer a series of four-year curricula. In fact, the law now specifically provides for a large number and variety of academic departments including practically all of those now found in the college of arts and sciences of the university.

The bureau of education commented in 1919 upon the changes which had taken place up to that time.

> In the past few years the Alabama Girls' Technical Institute has been subjected to influences which threaten to subvert its distinctive character and to jeopardize its future. The influences arise from two sources. The first is the state requirement of college graduation for a first-grade certificate; and the second is the large Federal grant for the development of home economics. Since 1917 the training of teachers in home economics provided for by the Smith-Hughes funds has been centered at the Girls' Technical Institute. . . . It had two consequences, however, which are unfortunate: It emphasized, on the one hand, what may be characterized as the normal school aspect of the Alabama Girls' Technical Institute. On the other, it has exerted pressure on the institute tending to change it into a four-year college. The continuance of the work supported by the Smith-Hughes funds is indeed dependent upon the conversion of the institute into a college. . . .
>
> Now the committee regards both of these tendencies as undesirable, not only from an institutional, but also from a State point of view. The training of teachers ought to be a secondary and incidental function of the institute. . . . The conversion of the institute into a standard college would be a genuine calamity. . . . Moreover, it would introduce a new element of competition into a state system of higher education already sufficiently complicated by competitive difficulties.[50]

The session of the legislature which received this report from the bureau of education passed the act making this institution a college.

3. What major lines of work are now duplicated by the institutions?

The tabular statement included in this section shows the major lines of work of each institution. Duplications will be noted in liberal arts, education, home economics, engineering and pre-medical curricula. As previously stated in Chapter II, it is not the purpose of this study to determine whether such curricula should or should not be duplicated in the states under consideration, but rather to indicate the nature of the duplications and the extent to which such duplications are a factor in coördination.

Liberal Arts.—Undergraduate curricula in liberal arts, leading to a degree, are offered by the University and the Polytechnic Institute. The liberal arts courses in the University constitute the core of the institution. In the Polytechnic Institute they are but a minor part. While the university curriculum is richer in range of subjects than the institute, both offer all subjects normally regarded as essential: English, history and social sciences, foreign languages, philosophy, education, and the natural sciences. The Technical Institute and College for Women also provides some courses in all these fields, although no curricula, as such, are announced as yet. The law of 1919 to which reference has been previously made, however, states that "The College is established for the purpose of giving instruction therein in the liberal arts and sciences."[51] To all intents and purposes, all three institutions offer liberal arts curricula. In the University, liberal arts is a major line. It is now practically a major line in the Polytechnic Institute and is becoming a major line in the Technical Institute and College for Women.

Education.—General high school teachers are trained in the University, in the Polytechnic Institute, and in the Technical Institute and College for Women. Elementary teachers are trained in the normal schools and the Technical Institute and College for Women. There is open and active competition among all these institutions in the training of teachers.

Home Economics.—At the University there is a home economics department in the College of Arts and Sciences. Students in this college may elect home economics as a major subject. Two four-year curricula in home economics are offered by the Technical Institute, one a professional course for the training of teachers under the Smith-Hughes Act, and the other a general course for prospective home-makers. Two four-year curricula in home economics are also offered by the Polytechnic Institute, one a general course for prospective home-makers and the other for demonstration agents. Home economics is a major line in the Technical Institute and the Polytechnic Institute. There is every reason to believe that it will become a major line in the university.

Engineering.—Duplication of curricula in engineering in Alabama has occasioned a great deal of discussion and criticism. The Bureau of Education spent much time in considering the engineering situation during its investigation, and set forth the actual conditions in considerable detail. As the situation exists today the University and the Institute maintain major curricula for chemical, civil, electrical,

mechanical and metallurgical engineering. the University, alone, offers hydraulic, mining and sanitary engineering, and industrial management. The Institute, alone, offers architecture, architectural and highway engineering and several special two-year technical courses. There is open competition between the two institutions for students, funds and prestige in engineering.

Pre-medical.—Pre-medical curricula are offered by both the University and the Institute. The duplication of this work as yet occasions no difficulty in Alabama.

Summary.—The most vital problem in higher education in Alabama is to determine the future policy for the development of each of the institutions. This is of immediate importance in the case of the Technical Institute and College for Women. If each of the state schools is to maintain similar lines of work with but few distinctive curricula, then this should be clearly recognized by all concerned and steps should be taken to secure adequate funds for the support of such a program and for establishing helpful working relations among the members of the respective faculties. If, however, each institution is to develop along distinctive lines then this should be recognized and steps taken to prevent further duplication of curricula and to eliminate certain curricula now duplicated. To determine a state policy thus becomes the first and most important problem of coördination.

Duplications of sufficient importance to constitute serious problems in coördination now exist in the liberal arts, education and engineering.

MAJOR LINES OF WORK OF THE ALABAMA INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATIONS OF CURRICULA

University	Polytechnic Institute	Technical Institute and College for Women	Normal Schools
Liberal Arts	*Liberal Arts*	*Liberal Arts*	*Liberal Arts*
College of Arts and Sciences Degree: B.A. 4 yrs. M.S. M.A.	Academic Depts. Degree: B.S. 4 yrs.	Academic Depts. Degree: none	
Undergraduate courses from seven instructional groups, including 23 departments.	Undergraduate courses arranged in highly prescriptive curricula.	Undergraduate courses offered but not arranged in a curriculum as yet.	
Graduate courses offered by 16 departments.	Graduate courses undeveloped.		
Education	*Education*	*Education*	*Education*
School of Education	School of Education	Departments	
Degree: B. S. 4 yrs. M.A.	Degree: B.S. 4 yrs.	Degree: none	Degree: none
H.S. Teachers General—4 yrs.	H.S. Teachers General—4 yrs. Agricultural—4 yrs.	H.S. Teachers General—4 yrs. Home Econ.–4 yrs. Music–4 yrs. Phys. Ed.—4 yrs. Art—4 yrs.	
		Elem. Teachers Regular—2 yrs.	Elem. Teachers Regular—2 yrs.
Home Economics	*Home Economics*	*Home Economics*	
Department	Department	Department	
Degree: none	Degree: B.S. 4 yrs.	Degree: B.S. 4 yrs.	
No department A major subject in the College of Arts and Sciences	General Course—4 yrs. Demonstration agents' course—4 yrs.	General Course—4 yrs. Teachers' Course—4 yrs.	
Commerce	*Commerce*	*Commerce*	
School of Commerce and Business Administration Degree: B.S. 4 yrs. General Course—4 yrs.		Department Special courses only Stenography and typewriting–1 yr. Bookkeeping–1 yr.	

MAJOR LINES OF WORK OF THE ALABAMA INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATIONS OF CURRICULA—(*Continued*)

University	Polytechnic Institute	Technical Institute and College for Women	Normal Schools
Engineering	*Engineering*		
College of Engineering	College of Engineering and Architecture School of Chemistry and Pharmacy		
Engineering — Undergraduate Degree: B.S. 4 yrs. Chemical Civil Electrical Mechanical Metallurgical Hydraulic Mining Sanitary Industrial Management	Engineering — Undergraduate Degree: B.S. 4 yrs. Chemical Civil Electrical Mechanical Metallurgical and Chemical Architectural Highway		
Engineering, Graduate Professional Degree Civil Mechanical Chemical Electrical Metallurgical Mining	Engineering, Graduate Professional Degree Civil Mechanical Chemical Electrical Engineering, Special Applied electricity Wireless telegraphy		
Law			
School of Law Degree: B.S. 4 yrs. Ll.B. Substantial professional curricula			
Medicine	*Medicine*		
School of Medicine Degree: B.S. 4 yrs. M.D. Pre-Medical Course —2 yrs. Substantial professional curriculum	Pre-Medical Course —2 yrs.		

MAJOR LINES OF WORK OF THE ALABAMA INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATIONS OF CURRICULA—(*Concluded*)

University	Polytechnic Institute	Technical Institute and College for Women	Normal Schools
	Veterinary Medicine College of Veterinary Medicine Degree: B.S. 4 yrs. B.S. and D.V.M. Substantial professional curriculum		
	Agriculture College of Agriculture Degree: B.S. 4 yrs. Substantial curricula in nine fields		
	Pharmacy School of Chemistry & Pharmacy Degree: Ph.G. 3 yrs. B.S. 4 yrs. Certificate 2 yrs. Substantial professional curriculum		

Section 2. Relations Among the State Institutions Engaged in the Professional Preparation of Teachers and Educational Leaders

The public institutions in Alabama engaged in the professional preparation of white teachers and educational leaders are the six state normal schools, the Technical Institute and College for Women, and the schools of education of the State University and the Polytechnic Institute. The relations among these institutions are set forth in the consideration of the questions which follow.

1. Have provisions been made for some method for determining the functions of each of the teacher-training agencies in relation to the others and to the total needs in the state?

No provisions have been made for this except indirectly through (*a*) the limitations placed upon each institution by specific appropriations for financial support, and (*b*) the control of the certification of all teachers by the state board of education. It should be noted here, in anticipation of the discussion of the state council of education, that the normal schools are not included in the list of institutions whose activities are to be defined and coördinated by this body.

2. What form of relationship, if any, exists among the institutions?

The only statutory relationship among the institutions is that all normal schools are under the control of one board—the state board of education. This board has given serious consideration to many problems which have caused much difficulty throughout the years, including inequalities existing in the faculties as to salaries, ranks, professional preparation, and teaching load. The board has taken the first steps looking toward the elimination of unreasonable inequalities and the upgrading of the institutions.

Working relations of fundamental importance are being developed among the normal schools through the teacher-training division of the state department of education, under the general direction of the superintendent of education.

As necessity arises the dean of the school of education of the university, the presidents of the normal schools, and the head of the teacher-training division of the state department, meet in conference. The issue recurring with greatest insistence has been the status of students who enter the university after having graduated from the normal schools. The conference of July 2, 1922, formulated a plan acceptable to all concerned. Because of the universal nature of this problem and the eagerness of all institutions in the United States to discover how it may be solved, the whole agreement is here reproduced.

At a meeting of representatives of the University of Alabama and of the four class A normal schools of the state, held in Birmingham on July 14, 1922, it was unanimously agreed:

"1. That beginning with the classes of 1923, all graduates of Alabama class A normal schools will be granted credit for thirty-two (32) of the sixty-four (64) year hours required for the degree of Bachelor of Science in Education at the university.

"2. That graduates of these normal schools between 1915 and 1923 who may in the future apply for university ratings will be granted credit for twenty-eight (28) year hours in the university school of education. In exceptional cases additional credit, not to exceed four (4) hours, may be granted on recommendation of the university dean.

"3. That this agreement shall not affect in any way the ratings of normal school graduates which have already been made by the university authorities."

No such definite marking agreement exists between the normal schools and the Polytechnic Institute and College for Women.

3. To what extent do the institutions coöperate in promoting improved legislation for the organization and support of the schools for the welfare of children and for the advancement of the teaching profession?

Save for the coöperation which is now developing among the normal schools, there is no organized coöperative effort in Alabama directed toward accomplishing the ends mentioned.

4. Do the institutions unite in maintaining any joint projects?

No joint projects are maintained.

5. What, if any, are the points of difficulty among the institutions?

There are but few points of difficulty among the institutions, with specific reference to the professional preparation of teachers and educational leaders. The school of education of the university is inclined to doubt the wisdom of the Polytechnic Institute in preparing general high school teachers, and the normal schools question the appropriateness of the university and the Polytechnic Institute in offering courses during the summer sessions, for the initial preparation of teachers for the elementary schools.

Summary. — To all intents and purposes, each teacher-training agency in Alabama exists unto itself. It is reasonable to expect, however, in view of the contacts now being established, that in a few years the normal schools will have perfected plans for intimate coöperation. No such coöperation is in process of development among the

other schools. The problem of coördination is to establish working relations among the teacher-training agencies in planning curricula, determining content of courses, professional qualifications of instructors and advancing the progress of the public school system and the teaching profession through legislation.

STATUTORY AND WORKING RELATIONS BETWEEN SCHOOLS OF EDUCATION AND NORMAL SCHOOLS AND AMONG NORMAL SCHOOLS

	(1) University	(2) Polytechnic Institute	(3) Technical Institute and College for Women	(4) Normal Schools
1. Form of relationship:				
a) statutory	none	none	none	yes; among 4
b) organized council, but not statutory	none	none	none	yes; among 4
c) occasional conference not organized or recurring with regularity	yes; with 4	none	none	
2. Extent of coöperation:				
a) In planning curricula for teacher-training institutions	none	none	none	Developing among 4
b) In determining content teacher-training courses	none	none	none	Developing among 4
c) In determining professional qualifications for instructors	none	none	none	Developing among 4
d) In promoting improved legislation for:				
(1) organization and support of the schools	none	none	none	Developing among 4
(2) welfare of children	none	none	none	Developing among 4
(3) advancement of the teaching profession	none	none	none	Developing among 4
e) joint projects of any kind	none	none	none	none

SECTION 3. RELATIONS AMONG EXTENSION DIVISIONS

1. What institutions maintain extension divisions?

Extension divisions are maintained by the University, the Polytechnic Institute, and the Normal Schools for the training of white teachers.

2. What provisions have been made for coöperation among the extension divisions?

No provisions of any kind have been made for coöperation among the extension divisions, except in the case of those maintained by the state normal schools. As the normal schools are under one board, the question of the area in which each extension division might work was readily settled by districting the state. The extension divisions of the University and the Polytechnic Institute carry on their own work with no reference to one another.

3. What activities are carried on by each of the extension divisions?

The extension division of the university represents the college of arts and sciences, the college of engineering, the school of commerce and business administration, and the school of education. The activities of the extension division are divided into two groups; teaching service and public welfare. The teaching service includes class instruction in extension centers, correspondence study, lectures and club study. Class and correspondence instruction have been most fully developed in the arts and sciences and in education. The chief patrons have been elementary and high school teachers. Extension lectures are announced in thirteen different fields. Public welfare activities include visual instruction by means of films and slides, library reference through the distribution of package libraries, and social service institutes which deal with problems of juvenile delinquency, child welfare, relief of poverty and similar topics.

The extension work of the Polytechnic Institute is organized in keeping with the Smith-Lever Act. The main purposes are to carry practical instruction in agriculture and home economics to the people throughout the state who cannot take advantage of the regular residence courses. By carrying the institute to the people the effort is made to improve home conditions and to secure better farm practice including organization and management. To date, the extension work of the division includes the distribution of bulletins, conducting farm demonstrations, and organizing boys' and girls' clubs.

The extension work of the normal schools includes a considerable number and variety of activities, designed primarily to assist elementary teachers and the rural schools. Class instruction for elementary teachers is maintained by the normal schools in each of the respective districts, county institute programs are arranged and reading circles are conducted. The miscellaneous activities of the extension divisions include "following up" graduates, supervisory aid to county superintendents, assistance in consolidation projects, and providing speakers for commencement exercises, community clubs, and the like.

STATUTORY AND WORKING RELATIONS AMONG EXTENSION DIVISIONS

	(1) University	(2) Polytechnic Institute	(3) Technical Institute	(4) Normal School
1. Is an extension division maintained?	yes	yes	no	yes
2. Form of relationship among extension divisions:				
a) statutory	none	none	.....	yes; among 4
b) organized conference, but not statutory	none	none	.....	none
c) occasional conference not organized or recurring with regularity	none	none	.....	none
3. Activities maintained:				
a) class instruction	yes	no	.....	yes
b) correspondence instruction	yes	no	.....	no
c) lectures	yes	yes	.....	yes
d) club study	yes	no	.....	no
e) other activities	Public welfare	Smith-Lever	.....	See text
f) joint projects	none	none	.....	none
4. Amount of credit allowed student toward diploma or degree	See text	See text	.....	See text
5. Agreements as to:				
a) distribution of area	none	none	.....	yes; among 4
b) distribution of activities	none	none	.....	developing
c) mutual recognition of courses offered	yes; with 4	none	.....	yes; among 4
d) amount of credit toward diploma or degree	none	none	.....	yes; among 4
e) other matters	none	none	.....	none

4. What amount of extension credit is allowed toward a diploma or degree?

In the university, students may take one-half of the four years' work by correspondence and an additional amount in extension classes.

All students must spend at least one year in residence study. The institute has, as yet, no formal regulations covering these matters.

The only regulation governing extension credit in the normal schools is that no student may take more than a total of four college hours of extension courses during any one term.

5. What working agreements have been entered into by the extension divisions as to the points listed?

It will be noted by referring to the tabular statement that the University has one working agreement with the normal schools and none with the Polytechnic Institute; that the Polytechnic Institute has no working agreements with any institutions, and that the normal schools are developing many agreements among themselves. The university, as reported on page 67, has agreed "that extension work under the immediate direction of the normal school faculties shall be accepted by the University to the full equivalent of work done in residence, provided the certificates of credit come directly from the normal school authorities, in the same manner as the other credits."

Summary.—In spite of the policy of isolation and the relative absence of working agreements among the extension divisions, there are no serious duplications in types of service and no serious conflicts. The chief problem now is to devise ways and means for more extended and diversified extension service, and to perfect plans for active coöperation among the directors of all the extension divisions so as to avoid petty rivalries and misunderstandings which otherwise are likely to develop.

SECTION 4. SERVICE RELATIONS AMONG INSTITUTIONS AND THE PUBLIC SCHOOLS

1. What lines of public school service are being carried on by each state institution and the state department of education?

The major service activities of each of the state agencies will be found in the tabular statement. It will be noted that very little service work is being carried on, and that there are no duplications of effort. The state department of education is, as might be expected, the most active of all the state agencies in serving the schools at the present time. This department maintains many other activities, which relate to the welfare and supervision of the public schools, not recorded here because they are destructive and exclusive functions of a state department and thus do not contribute to the problem of coördination.

The state department of education is authorized by law to maintain a research bureau or division. This division is now in the process of development. At present, its work is limited almost exclusively to preparing financial and statistical reports. The absence of a bureau at the university is due to lack of funds.

It will be noted that the state department supervises all of the subject mentioned, in a general manner. Specific supervision is limited to the work carried on under the Smith-Hughes Act.

With one minor exception higher educational institutions have no contact with the high schools. The exception is that the professor of secondary education at the University, as part of work, visits some of the high schools, when time affords, to assist recent graduates of the university in the solution of their teaching problems. It is reasonable to assume that the gap between the high schools and the higher educational institutions will grow wider as the years go on, as there is no provision for bridging it. Up to 1919 both the University and the Polytechnic Institute inspected high schools for purposes of accrediting their work. Since that time visitation has been done by the state department. When done by the institutions this form of coöperation resulted in the maintenance of contacts which were of great benefit to both the institution and to the schools. The reëstablishment of contacts is one of the problems which the state must face.

2. What means, if any, exist for determining from time to time the total service which the state educational agencies should provide for the schools, and for allocating appropriate lines of service to each of the agencies?

No agency of any kind has ever been created to deal specifically with these questions. The state council of education, by virtue of the general powers with which it is endowed, might study the situation, determine the service needs and submit recommendations as to service policy. As its powers are only advisory, such recommendations could not carry the weight of authority. Up to the present time the council has not considered these matters.

3. Is there a plan for coördinating the work of each of the agencies? No plan exists for coördinating the service work of the various state agencies, save through the state council of education.

Summary.—The relations among the state institutions serving the public schools are harmonious, at present. There are no duplications of importance, no vital questions of jurisdiction and few, if any, points of conflict. The problem is to develop the service work. Now, while the undertaking is in its infancy, is the time to lay the foundation for a sound procedure, so that the schools may be served in the future in the best possible manner.

SERVICE RELATIONS BETWEEN INSTITUTIONS AND THE PUBLIC SCHOOLS

Services Rendered to the Schools	University	Polytechnic Institute	Technical Institute and College for Women	Normal Schools	State Dept. of Education
1. Maintain bureau of educational research	no	no	no	no	Devel.
2. Conduct surveys:					
a) educational	no	no	no	no	no
b) financial	no	no	no	no	no
c) building	no	no	no	no	no
3. Check new building plans	no	no	no	no	yes
4. Administer:					
a) educational tests	no	no	no	no	no
b) psychological tests	no	no	no	no	no
5. Distribute testing materials	no	no	no	no	no
6. Diagnose obscure mental and physical cases	no	no	no	no	no
7. Promote subjects:					
a) art. *b*) music	.....	.....	.....	.....	.....
c) home economics	.....	c, S.L.	.....	.....	c, S.H.
d) drama. *e*) commerce	none	.....	none	none	.....
f) agriculture		f, S.L.	.....	.....	f, S.H.
g) industry	.....	.....	.....	.....	g, S.H.
h) physical education	.....	.....	.....	.....	.....
8. Supervise school work in:					
a) art. *b*) music	.....	.....	.....	.....	All in
c) home economics	none	none	none	none	general
d) drama. *e*) commerce	.....	.....	.....	.....	c, S.H.
f) agriculture. *g*) industry.					f, S.H.
h) physical education	.....	.....	.....	.....	g, S.H.
9. Promote movements:					
a) go to school	none	none	none	none	none
b) health. *c*) thrift	.....	.....	.....	.....	.....
d) gardens. *e*) Americanism	.....	.....	.....	.....	.....
10. Visit elementary schools to improve curriculum and instruction	no	no	no	no	yes
11. Visit high schools to:					
a) improve curriculum and instruction	yes; limited	no	no	no	yes
b) interpret higher educational requirements	no	no	no	no	no
c) obtain students for institution	no	no	no	no	no
d) inspect for accreditation	no	no	no	no	yes
12. Lead debating league	yes	no	no	no	no
13. Provide commencement speakers	no	no	no	no	no
14. Distribute visual educational material	yes	yes	no	no	no
15. Provide library reference service	yes	no	no	no	yes, limited
16. Other services	none	none	none	none	none

SECTION 5. ARTICULATION BETWEEN HIGHER EDUCATIONAL INSTITUTIONS AND THE HIGH SCHOOLS

1. Is there a plan whereby the higher educational institutions may coöperate with each other and with the secondary schools in determining entrance requirements?

In Alabama there is no definite plan to assure either coöperation among the higher institutions or between these institutions and the high schools in determining entrance requirements. The work of three agencies has an important bearing upon the question—The Southern Association of Colleges and Secondary Schools, the Association of Alabama Colleges, and the Division of Secondary Education of the state department of education. The Southern Association is the standardizing agency for the south, and the Alabama Association the agency for the state. As most of the schools and colleges aim to meet these standards it is obvious that the associations have an important bearing on the problem.

The division of secondary education in the state department is authorized by law to "study the administration, curricula, problems and needs of the secondary schools of the state. . . . There shall be a specialist in secondary education, who shall visit the various secondary schools of the state to classify the schools according to standards maintained, to suggest means of improving the work of instruction and administration. This division shall approve for accreditment to the university, the Alabama Polytechnic Institute, and other institutions of higher learning, those schools meeting the proper standards. It shall study means for the closer articulation of both secondary schools and colleges on the one hand, and of secondary and elementary schools on the other hand."[49] This legislation, can, by no means, be cited as an illustration of coöperation, as no provision whatsoever, is made for holding conferences with, or obtaining the opinions of, either the representatives of the high schools or the institutions for higher education.

The work of these agencies has resulted in bringing about relative uniformity of entrance requirements to all institutions and an upgrading of standards.

2. What are the present entrance requirements of each of the institutions?

Graduates from accredited high schools may enter any of the institutions without examination. Fifteen standard units of high school work are required by all institutions except the Technical

Institute and College for Women, which accepts thirteen but requires the additional two to be made up before complete freshman status may be obtained. This institution and the normal schools conduct secondary departments, thus making it relatively easy for a student to enter who has not graduated from an accredited high school. All the institutions, except the normal schools, require that certain specified subjects shall be included in the high school program. In the main, there is but slight variation as to the subjects specified. The university requires for entrance to all colleges, three units in English, one in algebra, one in geometry, and one in history. The requirements for entrance to all curricula of the Polytechnic Institute are the same as the university, with the exception that in engineering and architecture one and one-half units of algebra must be presented and for the courses in Latin, three high school units in this language. The Technical Institute and College for Women requires one unit in science, in addition to the six units in other fields specified by the university.

For applicants from non-accredited high schools, entrance to all the institutions is by examination. High school students with conditions may not enter the University or the Polytechnic Institute but may enter, within certain restrictions, the Technical Institute and the normal schools.

3. Is there a plan for the entrance of Smith-Hughes groups?

The Polytechnic Institute has provided that the high school program for those wishing to enter this institution may include one to six units in vocational agriculture, vocational home economics, or vocational work in the trades and industries. This means that the way is opened for so-called "Smith-Hughes" students to enter this institution. None of the other institutions has an announced plan for such entrance.

4. Are studies of individual differences being made as an aid to the enrollment and classification of students?

No such studies are under way in Alabama but are very important because the institutions vary so widely in type, facilities and objectives, and are scattered instead of centralized.

5. Are studies being made of the overlapping of high school subjects and courses offered by the higher educational institutions?

No such studies are under way.

Summary.—The problems of articulation between the higher educational institutions and the high schools include: Establishment of contacts between the institutions and the schools; devising of a plan for the entrance of Smith-Hughes groups to the institution; studies of individual differences as an aid to the enrollment and classification of students; and studies of the overlapping of work offered by the high schools and the higher institutions.

ARTICULATION BETWEEN THE HIGHER EDUCATIONAL INSTITUTIONS AND THE HIGH SCHOOLS

	University	Polytechnic Institute	Technical Institute	Normal Schools
1. Is there a plan for coöperation in determining entrance requirements:				
a) among higher institutions	none	none	none	none
b) between higher institutions and the high schools	informal (see text)	informal (see text)	informal (see text)	informal (see text)
2. Requirements for entrance from accredited high schools:				
a) without written examination	yes	yes	yes	yes
b) number of high school units	15	15	13–15	15 (see text)
c) must high school program include certain subjects	yes (see text)	yes (see text)	yes (see text)	no
d) are same subjects required for all colleges or departments within the institution	yes	no (see text)	yes	.....
3. Requirements for entrance from non-accredited high schools and from other states:				
a) by written examination	yes	yes	yes	yes
b) by acceptance of rating of other state universities	yes	yes	yes	yes
c) by other means	.....	.....	enter prep. dept; enter with condition	enter prep-dept; enter with condition
4. Is there a plan for the entrance of Smith-Hughes groups from the high schools?	no	yes	no	no
5. Are studies of individual differences being made as an aid to enrollment and classification of students?	no	no	no	no
6. Are studies of overlapping of high school and higher educational courses being made?	no	no	no	no

IV. The State Council of Education

Section 1. Provisions for the Council

Establishment.—The Alabama legislature, early in its session of 1919, passed an act authorizing the governor to appoint a commission of five members to make

> a study of the public educational system of Alabama, including all schools and educational institutions supported in whole or in part from public funds, to determine the efficiency of the same and to report its findings, with recommendations for increased efficiency and economy, to the governor on or before July 1, 1919.

The act provided further

> that said commission shall, in addition to other work specified by this act, direct special attention to the feasibility and the advisability of consolidating any of the existing state educational institutions or departments thereof, or eliminating any institution or institutions, and of coördinating and unifying the work of any or all institutions under one board of management and control.[50]

The commission arranged with the United States Bureau of Education to conduct the investigation. Numerous data were assembled and presented in a report embodying a series of recommendations, the outcome being the new school code adopted the same year. The commission spent much time studying higher education in an attempt to discover unnecessary duplications of function and to point the way to harmony and coöperation. A number of definite proposals were embodied in the report as to the functions of the higher educational institutions and the major lines of work which each should carry on. The most far-reaching proposal relative to higher education was that a state council of education should be established as a means of determining educational policies. Provisions for this council were made in the code of 1919.

Composition of Council.—The council is composed of ten members: the Governor, who is chairman, two members of the state board of education, the State Superintendent of Education, and the President and one trustee of the three state institutions: the University, the Polytechnic Institute, and the Alabama Technical Institute and College for Women. The members of the state council of education from the state board of education are chosen by the state board of education and the members from the boards of trustees of the three institutions are chosen by the respective boards of trustees. The state superintendent of education is the secretary of the council.[51]

The Two Advisory Boards.—The state council is given authority to associate with it two advisory boards—one composed of delegates representing the agricultural, commercial, industrial, and similar organizations of the state, whose duty it shall be to assist in the investigations of the council and to enlist the coöperation of the several agencies in the improvement of the economic condition of the state, including the schools; the second composed of representatives of the Alabama educational associations, the state association of colleges, and similar organizations whose duty it shall be to promote the internal work of the schools, to develop a wholesome professional spirit, and to promote the cause of education within the ranks of the profession.[51]

Duties of the Council.—The council is required by law to study the needs of higher education and of education in general throughout the state and shall endeavor to encourage the healthful development of all educational agencies and to allocate wisely among the existing agencies the different portions of the task of training in so far as may not be inconsistent with the powers and duties of the boards of trustees of the three institutions of higher learning and of the state board of education as prescribed by the constitution of the state and by law.[51]

It is thus clear that the council has two important types of duties—one to discover the needs of the state which should be met by the institutions and the other to allocate to the institutions the types of work which each should carry forward. It is important to note also that the council is essentially an advisory body as it is specifically prohibited from exercising any powers now legally held by the various governing boards.

Section 2. The Problems of Coördination Summarized

The immediate problems and issues involved in coördination in Alabama which have been stated fully in previous sections may be summarized as follows:

1. Definition of policies and curricula:

a. As a guide for the further development of the University, the Polytechnic Institute and the Technical Institute and College for Women it is necessary that the essential character of each be determined. This is of immediate importance in the case of the Technical Institute and College for Women.

b. A careful study from all angles of the situation should be made to determine whether or not the duplications of the work in liberal arts, education, and engineering are for the best interests of the State and if not, plans should be devised for the elimination of those lines of work where duplication is detrimental.

2. Relations among institutions:

a. The most serious problem of coördination, as to the relations among institutions, is to bring about harmony between the University and the Polytechnic Institute and to establish closer working relations among all the institutions.

The relations between the University and the Polytechnic Institute are hostile and competitive. The relations between the Technical Institute and College for Women and the other institutions may not be so characterized, although there is growing feeling of hostility toward this institution on account of its expanding program. Coöperation is developing among the normal schools. These schools are comparatively isolated from the rest of the system.

b. In the training of teachers, the problems of coördination include coöperation in planning curricula, determining the content of courses, determining standards for the professional qualifications of instructors and advancing the progress of the public school system and of the teaching profession through legislation.

c. In the field of extension, the problems of coördination include agreement as to the districts in which each division may operate and the major types of work which each should carry forward. At present there are no duplications of effort. The problem here is to plan for the future.

d. In the service work for the public schools the problem is to plan for the future in terms of principles and policies.

3. Articulation between the institutions and the high schools:

a. The following problems are of importance in Alabama: Establishment of contacts between the institutions and high schools; the entrance of Smith-Hughes groups to the institutions; studies of individual differences as an aid to the enrollment and classification of students; and studies of the overlapping of the work offered by the high schools and the higher educational institutions.

Less immediate, but nevertheless exceedingly important, is the problem of legislation, to which attention has been previously directed. In the final analysis, the establishment of a coördinated policy for higher education in Alabama will be greatly retarded if the legislation affecting the various institutions is not equalized. A series of amendments to existing laws and to the constitution should be proposed as a means of giving each institution assurance for the future and of equalizing the powers and duties of the various boards of control.

Section 3. The Work of the State Council of Education

Although created by law during the legislative session of 1919, it was not until a period of three years elapsed before the council met to organize. At the call of the governor, the council met, May 1, 1922, all members being present except the governor. At this meeting a vice-chairman was elected. After an extended discussion of the status of educational work of the state it was decided to appoint a committee whose duties would be "to study the allocation of services of higher learning and the general needs of the entire public school system, including the elementary schools, the high schools, the agricultural schools, the normal schools, the Alabama Technical Institute and College for Women, the Polytechnic Institute and the University of Alabama, the committee to report the results of its labors at a future meeting of the council to be called by the chairman." The committee appointed consisted of the superintendent of education, president of the university, the president of the Polytechnic Institute, the president of the Technical Institute, and the governor.[52]

On June 20, 1922, the above mentioned committee met, all members being present except the governor. The chairman of the committee, the superintendent of education, called attention to the fact that the board of trustees of the Alabama Technical Institute and College for Women had refused or failed to ratify the agreement entered into by the presidents of the institutions on the 17th of June, 1919. This was an unofficial agreement entered into by the presidents of the institutions. He also suggested the advisability of making a study of the different branches of the public school system from the elementary schools to the university in regard to equipment and maintenance. After some discussion it was decided "that the chairman should inform the members of the state council of education that it is the opinion of the committee that the council should invite the members of the board of trustees of the Alabama Technical Institute and College for Women to meet the council in conference at such time and place as will be convenient to both bodies."[53]

Such is the work of the council up to September 10, 1922, when data for this study were assembled. The council has met once and has appointed a committee which has met once. No decisions as to policies have been reached. The two advisory committees have not been appointed.

SECTION 4. SUMMARY AND EVALUATION OF THE WORK OF THE STATE COUNCIL OF EDUCATION

With reference to meeting the problems of coördination stated on page 123, the work of the state council of education may be summarized as evaluated as follows:

1. In defining policies and curricula:
   a. The council has decided to confer with the governing board of the Alabama Technical Institute and College for Women regarding the future policy of this institution.
   b. No consideration has been given as yet to duplications in curricula.
2. In bringing about harmonious and coöperative relations among institutions:
   a. No steps have been taken as yet looking toward establishing harmony and good will among the institutions.
   b. No consideration has been given to the problem of coördination of effort among the teacher-training agencies.
   c. No action has been taken looking toward coördinating the service work of the institutions to the schools.
3. In solving problems of articulation between the institutions and the high schools:
   a. No consideration has been given to any of the problems of articulation between the institutions and the high schools.

The council has made no suggestion regarding amendments to existing laws, looking toward equalizing responsibilities and duties of the governing boards by the institutions.

REFERENCES

[1] Alabama Constitution of 1819, article VI.
[2] University of Alabama, catalog 1921–22, page 14.
[3] Clay, Digest of Laws of Alabama, Act of Dec. 18, 1820.
[4] Acts of General Assembly, Alabama, 1821. pp. 3, 8.
[5] University of Alabama, catalog 1921–22, page 14.
[6] Civil War and Reconstruction in Alabama, Fleming, M.L., pp. 613–616.
[7] U. S. Statutes at Large, 1884, Act 2, Feb. 25, 1884.
[8] Alabama Constitution of 1901, article XIV, section 265.
[9] Acts of General Assembly, Alabama, 1821, page 8.
[10] Walker, Alabama Code of 1853, section 837.
[11] Alabama Constitution of 1868, Article on Education.
[12] *Ibid.*, 1875, article XIII, section 9.
[13] *Ibid.*, 1901, article XIX, section 264.
[14] Alabama School Code of 1919, article 31, section 1, page 39.

[15] Alabama Constitution of 1868, section 10.
[16] Acts of General Assembly, Alabama, 1872, page 65.
[17] Civil War and Reconstruction in Alabama, Fleming, M. L., page 616.
[18] Bulletin, Alabama Polytechnic Institute, April, 1922, pages 18–19.
[19] Acts of General Assembly, Alabama, 1872, page 85.
[20] Constitution of Alabama, 1901, page 266.
[21] Civil War and Reconstruction in Alabama, Fleming, M. L., page 616.
[22] University of Alabama Catalog, 1921–1922, page 16.
[23] The Technala, 1921, pages 104–113. (The Student Annual of the Alabama Technical Institute and College for Women.)
[24] Alabama Acts, 1901.
[25] Constitution of Alabama, 1901, article XIX, section 267.
[26] Alabama Acts, 1893, page 5.
[27] Alabama School Code of 1919, article 29, section 2.
[28] Alabama Acts, 1893, page 5.
[29] Alabama Acts, 1901.
[30] Alabama School Code of 1919, article 29, section 2.
[31] Alabama Code of 1873, page 413, section 1263.
[32] Alabama Acts, 1872.
[33] *Ibid.*, 1882–3, pages 520–23.
[34] *Ibid.*, 1886–7, page 959.
[35] *Ibid.*, 1907, pages 327–656.
[36] Alabama School Code, 1919, page 129.
[37] Alabama Code of 1877, page 416, section 1264.
[38] Acts of Alabama, 1886–7, page 181.
[39] *Ibid.*, 1882–3, page 520.
[40] *Ibid.*, 1886–7, page 959.
[41] *Ibid.*, 1907, pages 327, 656.
[42] *Ibid.*, 1911, pages 494–5.
[43] Alabama School Code of 1919, article XI, section 16, page 7.
[44] Constitution of Alabama, 1901, article XIX.
[45] Alabama School Code, 1919, article 31.
[46] *Ibid.*, article 30.
[47] *Ibid.*, article 29.
[48] *Ibid.*, article 26.
[49] Alabama School Code, 1919.
[50] An Educational Survey of Alabama, U. S. Bureau of Education, Bulletin no. 41, 1919, page 9.
[51] Alabama School Code, 1919, article XXXIV, page 94.
[52] Minutes of the State Council of Education, meeting of May 1, 1922.
[53] *Ibid.*, meeting of June 22, 1922.

CHAPTER IV

OREGON BOARD OF HIGHER CURRICULA

I. Establishment and Present Status of the Institutions

University of Oregon

Establishment.—The legislature of the Territory of Oregon, in 1858—one year before Oregon was admitted to the union—granted charters to two institutions, the Union University of Eugene, which later became the State University, and the Corvallis College, which became the State Agricultural College. The charter of the Union University provided for the incorporation of the Union University Association for the purpose of establishing and maintaining an institution for higher education. The control of the university, under the act, was vested in a group of twenty-six designated men and their successors who were authorized to acquire and hold property, enact by-laws and rules and regulations, employ a president and instructors and grant degrees. The institution was obviously established as a denominational school, for the act of incorporation contains elaborate provisions for safeguarding the rights of young people to enter regardless of their religious affiliations.[1]

Upon the admission of Oregon as a state in 1859, the Federal government made a grant of seventy-two sections of land for the establishment of a university.[2] The constitution of 1859 made no provision for a university, although it did include a clause in the article on education to the effect that the lands granted by the government for a university should not be disposed of for at least ten years.[3] For the next thirteen years no action was taken looking toward utilizing the proceeds of this grant for a state university.

In 1872 the enabling act for the university was passed. It provided for the establishment and permanent location of the university in the town of Eugene City (now Eugene) and for its government by a public board of directors in which the Union University Association was represented. The enabling act was conditioned upon the following:

> The Union University Association of Eugene City shall, on or before the first day of January, 1874, secure a site for the said university at or in the vicinity of Eugene and erect and furnish a building for the said university, on a plan to be approved by the board of commissioners for the sale and management of the school and university lands, . . . said building and furniture to be of no less a value than fifty thousand dollars, . . . That in case the said Union University Association fail or refuse to comply . . . on or before January, 1874, this act becomes void.[4]

As the Association was unable to fulfill the conditions within the time limit the legislature extended the time to January 1, 1877.

In 1876 the legislature received a report from the board of directors that the conditions had been fulfilled and that they had received a deed to the property and building. Upon receiving this report, the legislature passed an act granting perpetually to the university the interest on the Federal grant. At the same session, direct appropriations were made for the support of the university.[5] The first class was graduated in 1878.

The law school was founded in Portland in 1884 as a night school, but discontinued in 1915 when the work in law was reorganized on the campus. The medical school was established in Portland in 1887. Since then other schools have been added: Graduate school in 1900, School of Music in 1902, Extension Division in 1907, Education in 1910, Journalism in 1912, Architecture and Business Administration in 1914, and Physical Education in 1920.[6]

Financial Support.—For the first six years of its existence the university was supported by the interest on the Federal grant and by direct appropriations from the legislature. In 1882 the legislature authorized a tax of $\frac{1}{10}$ of a mill annually.[7] The rate was increased to $\frac{1}{7}$ of a mill in 1889,[8] $\frac{3}{10}$ of a mill in 1913,[9] and $\frac{3}{7}$ of a mill in 1920, this being the present rate.[10] Special appropriations for buildings and improvements have been made from time to time.

Function.—The enabling act of 1872 defined the function of the university as follows:

> The university shall have for its design, to provide instruction and complete education in all the departments of science, literature, professional pursuits, and general education.[4]

No statement of function appears in the present Oregon code or in the catalog of the institution.

Government.—During the period from 1872 to 1876 the law made provision for government by a board of directors consisting of nine members, of whom six were appointed by the governor, by and with the consent of the senate, holding office for twelve years, and three were

chosen by the stockholders of the Union University Association, holding office for six years. In 1876, after the association had deeded the property to the state, the legislature eliminated the three members designated by the association, leaving the nine appointive members. At this time the name of the governing body was changed to Board of Regents.[5] No other changes were made till 1911 when the board was increased to ten appointive members and the state board of education *ex officio,* thus making a total of thirteen members. A board constituted in this manner now governs the University.[11]

OREGON AGRICULTURAL COLLEGE

Establishment.—The charter of the Corvallis College, granted by the Territorial legislature of 1858, provided for the government and control of the college by six designated men and their successors constituting a corporate body for the purpose of maintaining an institution of learning.[1] The college was supported by the Methodist Episcopal church, and was, in reality a denominational institution although not so designated in the charter.

Under the Federal land-grant act of 1862 for the establishment and support of agricultural colleges, Oregon received 90,000 acres of public land. Although accepted the same year by the legislative assembly, for six years nothing was done to use the income for purposes of education. In 1868, however, the legislature provided for the use of the funds in a bill to which was attached the following resolution:

> Whereas it appears that unless an agricultural college is provided by law at this session of the legislature, the grant by congress will be lost, therefore this act shall be in effect from the date of its passage.[13]

At this time there were no state educational institutions in Oregon; indeed two years elapsed before the enactment of the first legislation for the creation of the university. Instead of taking steps to establish a state institution the legislature enacted that:

> until further provisions are made the Corvallis College is hereby designated and adopted as the agricultural college, in which all students sent under the provisions of this act shall be instructed in all the arts, sciences, and other studies, in accordance with the requirements of the acts of congress making such donation.

This act provided further that:

> each senator might select one student not less than sixteen years of age who shall be received by the faculty of said college and instructed by them in the manner provided in this act, for the space of two years.[13]

The next step looking toward the use of this institution as a state school was taken in 1870 when the legislature designated Corvallis College permanently as the Agricultural College of the State of Oregon.[14] Fifteen years later, in 1885, the Methodist church voluntarily relinquished its claim to the college and offered it to the state. The legislature, in keeping with its custom of exacting as much as possible from communities in which state schools might be located, accepted the offer conditionally, by passing an act

> that the permanent location of the State Agricultural College at Corvallis, Benton County, be and is ratified provided that the citizens of said county should, within four years, erect on the farm containing thirty-five acres in the immediate vicinity of said city, known as the agricultural college farm, buildings for the accommodations of said college, at a cost of not less than $20,000.

This act also provided that the state board of education and the State Agricultural College Association—an incorporated body formed by the citizens of Benton county to carry out the purposes of the act—should jointly constitute an advisory body regarding the architecture and construction of the buildings. The governing board for the agricultural college was also designated in the act of 1885.[15] Since 1885 there have been no substantial changes in the legal status of the college, except in mode of support. This institution has enjoyed a longer period of uninterrupted control and development than any of the other Oregon schools.

Financial Support.—The Corvallis College was supported originally by the Methodist church. In 1868, when agreements were made for sending students to the school for agricultural education, the law made the following provision:

> Upon certificate of the president of the Corvallis College that any student so appointed is in attendance, it shall be the duty of the secretary of state, at the middle of each quarter to draw his warrant to said college for $11.25 for each student so attending.[13]

Since 1885 the institution has been the recipient of all the benefits of the Morrill Act of 1862 and of all subsequent Federal acts for the further support of the land-grant colleges. In addition it has received regular and special appropriations from the legislature for buildings, equipment, land and maintenance. In 1913 a tax of $\frac{1}{10}$ of a mill to be effective beginning 1915 was authorized.[16] This was increased to $\frac{1}{7}$ of a mill in 1920.[17] The agricultural college receives more generous support than either the university or the normal school.

Government.—From the time that it became a state institution in 1885 to the present, there has been no change in the form of govern-

ment or in the composition of the board of regents. Under the act of 1885 the board of control was to consist of nine members appointed by the governor, by and with the advice of the senate, for a term of nine years; and in addition four *ex officio* members—the three members of the state board of education and the master of the state grange. Not more than five of the appointive members may belong to the same political party.[15]

Function.—The act of 1885, still in effect, provided that the regents shall prescribe subjects of instruction which "shall be in accordance with the objects sought by congress in the establishment of state agricultural colleges, namely, instruction in agriculture and mechanic arts."[15]

The institution regards its functions and purposes as follows:

> The purpose of the College is to provide, in accordance with the act of Congress under which it is maintained, a liberal, thorough, and practical education—an education that will afford the training required for efficient service in different branches of industry. The distinctive technical work covers the three great fields of production—agriculture, manufacture, and commerce. Special attention is given to the application of science. All the practical work in the laboratories, in the shops, and on the farm, is based on scientific principles. While the industrial or technical work is emphasized, the importance of a thorough general training, of mind development, and of general culture, is recognized in all the work of the institution. The object is to meet the demand for a broad and general education, supplemented by special technical training. The work therefore covers a broad field, including technical courses in the different phases of agriculture, forestry, home economics, mining, commerce, pharmacy, industrial education, and industrial arts, with the necessary training in the basic subjects in mathematics, and the natural and physical sciences, and also the general training in languages, literature, history, economics, political science, civics, military tactics, and physical education, which constitutes an essential part of a liberal education.[18]

STATE NORMAL SCHOOLS

Establishment.—Many years of agitation preceded the establishment of the first state schools for the training of teachers. The superintendent of public instruction in his report of 1874 stated:

> There is want of thoroughly qualified and competent teachers. I deem it of vital importance that the state should establish a normal school and sustain it liberally, that it should not be connected with any college but purely distinctive as a normal school.[19]

Succeeding reports contained similar statements as well as references to resolutions passed by various bodies urging the legislature to create schools for the training of teachers.

In 1882 the legislature recognized two institutions already founded by passing a law providing that

> the Oregon Normal School at Monmouth, Polk County, and the Ashland College and Normal School at Ashland, in Jackson County, are hereby declared to be State Normal Schools of the State of Oregon.[20]

The institution at Monmouth, previously styled the Christian College, was established in 1865, being a merger of Monmouth University, founded by the Disciples of Christ in 1885, and the Bethel Collegiate Institute, founded in 1852. Christian College was under the control of the Christian Brotherhood of Oregon. The Ashland College and Normal School was founded by the Methodist church in 1879 as the Collegiate Normal Institute.[19a]

Under the act of 1882 each of these schools retained the board of trustees under which it had been operated previously. The course of study was to be prescribed by the joint action of the state board of education and the presidents of the schools. Both institutions were authorized to

> extend the course of study to include branches of a college course and confer degrees in the same, but no such work shall be allowed to conflict with the proper work of the normal schools.[20]

Three years later, 1885, this law was amended to include the Weston Academy as the Eastern State Normal School. In the same year Drain Academy, located at Drain, another Methodist school, became a normal school. In both instances state recognition was provided as in the case of Monmouth and Ashland. Thus, in 1885, four institutions under private control and support were authorized to perform the state function of training teachers for the public schools.[21]

A fifth institution was recognized in 1889 when Wasco Independent Academy—a school maintaining a four-year course and stressing the study of Latin—became a state normal school.[22] Its life was short as it was forced to close its doors in 1895 on account of lack of funds and students.[19b]

Repeated efforts had been made since 1885, by both Monmouth and Ashland to obtain public funds but the obstacle always confronting them was the provision of the constitution which prohibited the granting of state funds to any religious or theological institution.[23] After considerable discussion, it was decided in 1891 that the school at Monmouth should become a state institution. The law passed in that year, provided for the government of the school by a board of regents appointed by the governor, and for the acceptance of a deed to the property from the State Normal School Association.[24] No appropriation was made for its support until 1893.[25]

Two years later the legislature pursued a similar course with Weston. Provision was made by law for its government by a board of regents appointed by the governor, and for the acceptance of the property belonging to the association which had been operating the institution.[26] No appropriation was made.

Meanwhile Ashland and Drain were pressing the legislature for public funds. In 1898 the state superintendent wrote:

> The normals at Weston and Monmouth are organized under special legislation, the Governor being authorized to appoint the Board of Regents and to these appropriations have been made. The other two (Drain and Ashland) are simply permitted to prosecute their work under tuitional and private support. . . . . It is therefore a fact that normal schools without appropriations must necessarily be crippled in their work. To maintain existence they are compelled to resort to various means to increase attendance and there is very great temptation to present a limited curriculum. The logic of the situation is that there should be one taken under the care of the state.[19c]

In 1899 the legislature followed the same course with these schools as with Monmouth and Weston. The Ashland institution was named the Southern State Normal School and the Drain institution the Central State Normal School. Each institution was to be under the control of a separate board appointed by the governor. Appropriations were also made at this time.[28]

Thus, in 1899, there were four state normal schools, each having its origin in an institution organized by a private association. Competition for prestige, students and funds ran high in the years which followed. All the institutions engaged in intense political activity, particularly during the sessions of the legislature. In 1901 the four schools asked for great increases in appropriations. While these were granted the governor began a campaign against the normal schools on account of their "expense and inefficiency." It was charged that they were unduly controlled by the local communities, that they were not particularly interested in the training of teachers and they were exceedingly inefficient.[19a]

As the passage of appropriation bills for the normal schools in 1905 seemed in doubt, these schools fostered an omnibus appropriation bill for the support of all state institutions—educational, penal and charitable. This omnibus bill, although finally passing the legislature, was referred to the people for ratification and carried by the narrow margin of 6733 votes.[19c] Another contest for funds ensued in the 1907 session of the legislature. Weston and Ashland were assured of funds but Monmouth and Drain were not. Therefore, these two schools united in supporting a single appropriation for both. This was carried

but vetoed by the governor, thus leaving both without means of support.[29] Drain closed its doors in 1907, making the second normal school to be discontinued for lack of funds. It was abolished by the legislature of 1909. Monmouth was supported for the next two years by the people of the town. The 1907 session of the legislature placed the normal schools under a single board of regents.[30]

During the years 1907 and 1908 the three remaining schools marshalled all of their political forces, in the hope of winning the support of the 1909 legislature. In this they failed for no appropriations were made for the continued support of any of them. Thus all the teacher-training institutions were virtually discontinued. The supporters of the three schools submitted separate initiative petitions in the following year for their reëstablishment, each to be supported by a tax of one-twenty fifth of a mill, which at that time would have yielded about $25,000 annually. The Monmouth initiative petition carried by a majority of 10,114 votes, but Ashland and Weston were defeated.[31] Thus Monmouth was reëstablished as the Oregon Normal School.

Financial Support.—The Oregon normal schools were supported till 1909 by direct appropriations from the legislature. Up to that time, when appropriations for all the teacher training institutions ceased, the largest single sum which had been granted for the support and maintenance of any of them for a biennial period was $40,000. These institutions then, have been run from the beginning on a starvation basis. For the biennial period 1901 to 1903 the combined appropriations for the four schools totalled $67,000; for 1903–1905, $71,000; for 1905–1907, $113,000; and for 1907–1909, $75,000, for two of them; the other two received no funds whatsoever. From the time of the admission of Oregon into the Union as a state in 1859 till 1909 a total of not more than $500,000 had been spent by the state for the buildings, equipment, and maintenance of her normal schools.[32]

The initiative petition of 1910 for the reëstablishment of the normal school at Monmouth provided for its support by a tax of $\frac{1}{25}$ of a mill on all taxable property.[31] In 1920 this rate was increased to $\frac{6}{100}$ of a mill.[33] This is now the basis of maintenance. The legislature makes appropriations from time to time for buildings and improvements.

Government.—As already indicated, each of the normal schools was established and operated for a period of years under private auspices. The next step was public recognition of them as agencies for the training of teachers; then public control by a board of regents for each; then unit public control under a single board of regents

till the time of their forced discontinuance on account of the lack of appropriations, followed by the reëstablishment of Monmouth by public initiative.

In 1882, when the Monmouth institution was recognized as a state school for the training of teachers, its control remained vested in the board of trustees under which it had been operating.[20] The law of 1899, making this a state school in reality, provided for a board of regents consisting of 12 persons,—the three members of the state board of education, and nine members appointed by the governor for a term of six years.[22] A board so constituted remained in control till 1907 when all the normal schools were placed under a single board. This board consisted of six members appointed by the governor, and, in addition, the members of the state board of education *ex officio*.[29] The initiative petition of 1910 reëstablishing the institution provided for its government in accordance with the law of 1907.[31] No changes in the form of government have been made since the school was reëstablished.

Function.—Up to 1893 there was no definition whatsoever of the function of the normal schools. In the law of 1893 making Weston a state school its function was defined as follows:

> The exclusive purpose and object of this school is the training and instruction of persons, both male and female, in the theory and art of teaching, and in all the branches necessary to thorough preparation for teaching in the common schools of Oregon; also to give instruction in the fundamental laws of the United States and of this state in what regards the rights and duties of a good citizen.[26]

The normal school code of 1907 defined the functions of all the normal schools in the exact terms of the Weston law of 1893.[29] As the Monmouth normal school was reëstablished in accordance with the law of 1907, it is evident that its function, as defined by law, is as stated above.

At the present time no one is permitted to matriculate in this school without signing a pledge to the effect

> that the purpose of entering the school is to fit himself or herself for the work of teaching.[34]

Summary

1. Has the scope and function of each institution been so defined or described throughout the years as to indicate its essential character as differentiated from the others?

As defined in 1872 the university might include everything in the field of higher education. The phrase, "complete education in all departments of science, literature, professional pursuits and general education," affords no basis for excluding anything.

The function of the Agricultural College is described in the terms of the Morrill act of 1862, which provides that the "leading object shall be teaching such branches as are related to the agriculture and mechanic arts." In keeping with the spirit of this act the Agricultural College should devote itself primarily to these fields. The clause in this act however, "without excluding other scientific and classical studies . . . in order to promote the liberal and practical education of the industrial classes in the several pursuits and practices of life," opens the door for instruction in fields which have no direct connection with either agriculture or the mechanic arts. Reference to the definition of purpose which the college itself has stated shows that this clause has been interpreted rather liberally.

On the basis of definition of scope and function of the university and the Agricultural College, there is no assurance that these institutions will be differentiated in character.

There is no doubt as to the place and purpose of the normal school. It is authorized to train teachers for the common schools. It is not allowed, by either inference or statement, to engage in any other undertaking.

2. What factors operated in the selections of sites for the institutions?

The sites for all the state institutions are those selected by denominational schools prior to 1852 when the state was sparsley settled, before the development of railroads, and before any thought had been given to creating a state system of higher education. The two competing institutions—the University and the Agricultural College—are less than fifty miles apart. Neither is very accessible to the majority of the youths of the state. The location of neither is conducive to the utilization of the potential opportunities for practical laboratory work in any phases of professional education except agriculture.

3. In the determination of the form of government for each institution is there evidence to indicate that consideration was given to the possibility of creating, by degrees, a system of higher education composed of schools and colleges having organic relation to one another?

No reference can be discovered to indicate that consideration has ever been given in Oregon to creating a system of higher education. It appears that when the normal schools were placed under a single board in 1907, an attempt was made to unify the work and policies of these institutions, but this movement for unity did not effect the two higher educational institutions of major importance.

II. Analysis of Legislation Relating to the Institutions

1. Are the provisions in the constitution similar for all the state institutions for higher education?

No constitutional provisions have been made for the agricultural college or the normal school. The reference to the university in the constitution is incidental. In the section providing for the custody of the public lands set aside for public school purposes there is a phrase: "except the lands heretofore granted to the university." This is the only reference contained in the constitution to any educational institution.

2. Are the institutional boards of control similar in composition and in powers granted to them?

With reference to the composition of the boards as to size, the university board has thirteen members, the agricultural college board thirteen members, and the normal school board nine members. The tenure for the three boards is, respectively, twelve, nine, and six years. Three of the appointive members of the agricultural college board and one member of the normal school board retire each year. There are no such provisions for members of the university board. The governor appoints, subject to the confirmation of the senate, the appointive members of all boards. The three members of the state board of education are, *ex officio,* members of the institutional boards. In the case of the Agricultural College, the master of the State Grange is also an *ex officio* member. With the exception of the agricultural college board, there are no restrictions as to eligibility of individuals for appointment. For this board, the governor may not appoint more than five of the nine appointive members from any one political party.

With reference to the powers of each of the boards, there are striking differences which may be characterized as inconsistencies. As to power over property, the normal school board is the only one specifically authorized to accept gifts. This board is the least likely to have gifts to accept. The normal school board may dispose of all gifts but real estate, in which case the specific authorization of the legislature must be obtained. The only specific right which is conferred upon the university is to improve property. The agricultural college board has no specified powers as to property.

With respect to employees, the university board is authorized to employ, to determine tenure and salary, but not to dismiss. The agricultural college board has no stated powers as to employing or dismissing. In sharp contrast to this, the normal school board has specified powers in all particulars.

Regarding entrance requirements, the university board is authorized to determine the general conditions. The normal school board is empowered to determine moral and educational qualifications and also to administer an examination to test the general fitness of applicants for teaching. No mention is made in the law as to the powers of the agricultural college board with respect to entrance requirements.

All the boards are authorized to prescribe courses of study and to determine fees and tuition rates. The university board is empowered to grant diplomas and degrees; the normal school board to grant diplomas but the agricultural college board is not specifically authorized to grant either. The board of higher curricula must approve all courses of instruction offered by the university or the agricultural college. This board has no power over the normal school.

3. Do the differences in constitutional and statuatory provisions give some institutions potential advantage over others?

The mere incidental reference to the university in the constitution cannot be regarded as giving this institution any potential advantage over the others as to continuity of existence or assurance for the future or any other matter.

The exact effect of the variations in size and composition of the various boards is not certain, but, so long as each institution must depend upon the good will of the people of the whole state for growth and prosperity it would seem that the large boards were decidedly advantageous. In this respect the normal school is at a disadvantage. The Grange in Oregon is a powerful organization and having the state master of this body on the board of the agricultural college is

certainly a great assistance to this institution. This advantage, however, may be offset by the restrictions as to political party to which attention has been called.

As has already been shown there are striking differences in the stated powers of the various boards, differences which do not lend themselves to explanation. In general, the agricultural college board has blanket powers not conferred upon any other board. It has been given all power necessary to carry out the provisions of the Federal "land-grant" act, and is limited in no manner whatsoever. Its duties are not specified, in particular. This is in sharp contrast to the normal school board, which, while given stated powers, has no "blanket power" comparable to that of the agricultural college board. Its duties are specified in particular. The university board is also given power to enact by-laws, rules and regulations but does not have "blanket powers" comparable to those of the agricultural college board. In certain matters of importance its duties are specified; in others of equal importance they are not.

To summarize, it appears that the agricultural college board is in the most advantageous position as to powers and duties as it possesses all power necessary to achieve the purposes for which the college was founded.

4. Are the differences in legislation apparently due to the operation of some principles or to either haphazard formulation or some other similar factor of this character?

The legislation affecting the agricultural college board is based upon the principle of conferring broad general powers within the limitations implied in the definition of function of the institution. The legislation affecting the normal school board is based upon the principle of withholding general powers and stating specifically what the board may and may not do. The legislation affecting the university is a combination of both the general and specified types.

CONSTITUTIONAL PROVISIONS FOR STATE INSTITUTIONS[35]

	University	Agricultural College	Normal School
1. Does constitution mention institutions?	yes	no	no
2. Does constitution describe state system as including?	No statement of the units comprising the state system		
3. Does constitution provide for institution:			
a) location	no	no	no
b) confirmation of location	no	no	no
c) mode of appointing governing board	no	no	no
d) composition of board	no	no	no
e) tenure board members	no	no	no
f) remuneration board members	no	no	no
g) institutional function	no	no	no
h) mode financial support	no	no	no
4. Does constitution authorize legislature to:			
a) establish	.....	.....	.....
b) constitute governing board and determine powers	no	no	no
c) describe functions of institutions	no	no	no
d) plan financial support	no	no	no

NAME, MODE OF APPOINTMENT, COMPOSITION, TENURE AND REMUNERATION OF BOARDS OF CONTROL OF STATE INSTITUTIONS

	University[36]	Agricultural College[37]	Normal School[38]
1. Name of board	Regents of University	Regents of Agric. College	Regents of Normal School
2. Mode of appointment of members	Gov. Sen.*	Gov. Sen.*	Gov. Sen.*
3. District or other restrictions	none	political party none note 1	
4. Number of appointed members	10	9	6
5. Ex-officio members	State Bd. of Ed.	State Bd. of Ed. Master Grange	State Bd. of Ed.
6. Tenure in years	12	9 Three retire each three years	6 One retires each year
7. Remuneration	actual expenses	actual expenses	actual expenses

* Appointed by the governor with the advice and consent of the senate.

Note 1.—Not more than five of the nine appointed members shall belong to the same political party.

POWERS AND DUTIES OF BOARDS OF CONTROL OF INSTITUTIONS AS DEFINED BY STATUTE

	University[36]	Agricultural College[37]	Normal School[38]
1. General control vested	yes	yes–Note 1	yes–Note 1
2. Power to enact by-laws, rules and regulations	yes	yes	yes
3. Power over property:			
a) accept grants, bequests	n.m.	n.m.	yes
b) invest and dispose of grants and bequests	n.m.	n.m.	yes, personal
c) condemn property	n.m.	n.m.	n.m.
d) improve property	yes	n.m.	n.m.
e) purchase property	n.m.	n.m.	n.m.
f) enter into contracts	n.m.	yes	n.m.
4. Power to employ:			
a) president, teachers, etc	yes	n.m.	yes
b) determine terms of office	yes	n.m.	yes
c) fix salaries	yes	n.m.	yes
d) dismiss employees	n.m.	n.m.	yes
5. Power to determine entrance requirements:			
a) moral qualifications	n.m.	n.m.	yes
b) educational qualifications	n.m.	n.m.	yes
c) general conditions of entrance	yes	n.m.	yes
d) entrance requirements stated in law	n.m.	n.m.	Note 2
6. Power to prescribe course of study:			
a) prescribe courses	yes	yes	yes
b) add departments of instruction	n.m.	n.m.	n.m.
c) prescribe text books	n.m.	n.m.	yes
7. Power to confer degrees:			
a) diplomas and degrees to students	yes	n.m.	yes, diplomas
b) honorary degrees to others	n.m.	n.m.	n.m.
8. Power over fees:			
a) set fees	yes	yes	yes
b) set tuition rate	yes	yes	yes
9. Limitations to powers	n.m.	n.m.	Note 3

Note 1.—The Board of Regents of the Agricultural College and the Normal School are specifically designated as corporate bodies.

Note 2.—Every applicant shall undergo an examination prescribed by the Board, and shall be rejected if it shall appear that he is not of good moral character or will not make an apt or good teacher.

Note 3.—The board shall not sell, mortgage or dispose of in any way, any real estate, nor borrow any money without the express authorization of the legislature; nor shall it contract indebtedness or incur liabilities to exceed at any time in the aggregate, the amount of money which has been appropriated under the provisions of law.

III. Relations Among Institutions

Section 1. Important Issues Among Institutions as to Definitions of Scope and Curricula

1. What provisions had been made prior to the creation of the board of higher curricula for determining the functions of each institution in relation to the others or to the needs of the state?

Until 1909, when the board of higher curricula was established, there were no provisions of any kind in Oregon for determining a state policy in higher education. In preceding sections it has been noted that each Oregon institution was created and developed with no reference to any other institution or to a unitary plan for the whole enterprise for higher education.

2. What were the important issues as to policies, functions, or curricula prior to 1909?

The year 1909 witnessed the termination of appropriations for all the normal schools. This was the closing chapter of the years of rivalry and conflict among these schools. It may be said literally that the normal schools exterminated each other.

All those with whom conferences were held in Oregon agreed that up to 1909 the major points of conflict between the university and the agricultural college were the contest for funds, for students and for supremacy in engineering and commerce. As this study aims to evaluate the work of each supplementary board as a means of bringing about coördination in function and educational policy it is important to describe the exact situation in engineering and commerce at that time.

Engineering.—Both institutions maintained instruction in engineering. The university had a college of engineering requiring for entrance the completion of a standard four-year high school course. (This was the standard of admission to all colleges and schools of the university.) The degree of B.S. was awarded in civil, electrical, mechanical, chemical and mining engineering. Railway and highway engineering were electives in civil engineering. Graduate work leading to the degree of engineer was also offered in all these lines.[39]

The agricultural college, at this time, did not have either a college or school of engineering, but did offer a number of engineering curricula. Young men sixteen years of age or older who had completed two of the four years of a standard high school course were allowed to enter the freshman classes in engineering without deficiencies. (At this time this was the standard for entrance to all degree

courses in the college.) Courses included civil, electrical, mechanical and mining engineering. Graduate work leading to the degree of engineer was also offered in all these lines.

Thus, in 1909, both institutions offered undergraduate as well as graduate work in all major lines of engineering except chemical engineering which was limited to the university. The standard requirements for entrance to the work in the university resulted in superior standing of this institution.

Commerce.—The university maintained an organization known as the school of commerce in 1909. (In reality, it did not become a school till 1914.) In 1909 it was a part of the college of literature, science and the arts. The degree of B.S. and B.A., in this college was offered to those who majored in commerce, the difference in the requirements for the two degrees being in the amount of language specified. The program of each student was arranged in conference with the head of the department of economics. The school announced its purpose as being to prepare young men for commercial life including civil and consular service, banking, transportation, and domestic and foreign commerce. No courses in stenography, bookkeeping or office practice were offered. The school obviously desired to prepare young men for positions of leadership in the commercial world and not for subordinate positions in stores and offices. No graduate work in commerce was offered at this time.[39]

The agricultural college maintained a school of commerce granting the B.S. degree. As in the field of engineering, students were admitted upon completing two years of high school work. The aim of the school was "to do for the business man what the trade school does for the mechanic." Two groups of courses were offered—business management and office employment. Both courses contained considerable technical work of secondary character such as office practice, accounting, penmanship and commercial arithmetic. A minor place was accorded to economics and political science. No graduate work was provided. A two year secondary course in stenography and bookkeeping was offered for graduates of elementary schools.[40]

3. What major lines of work are now duplicated in the institutions?

The major lines of work of each of the institutions are set forth in the tabular statement accompanying this section.

The normal school occupies exclusively the field of training regular elementary teachers. It shares with the agricultural college the preparation of special teachers in certain lines. There are no vital issues between the normal school and the other institutions.

Duplication in the work of the university and the agricultural college will be noted in liberal arts, commerce, education, journalism, home economics, music and physical education.

Liberal Arts.—The college of literature, science, and the arts occupies a key position in the university. It is the core of the institution. In the early years of the agricultural college some of the liberal studies were developed as a necessary part of the professional training in agriculture and engineering. At first instruction in English mathematics and the like, was offered merely as courses in the college. Later departments of instruction for these and similar subjects were organized. Next came a grouping of these departments into a division of service departments under a dean.[40a] The final step in the evolution of the administration of the liberal arts work was taken in 1922 when the name of the division was changed to school of basic arts and sciences.[41] As yet no degree is offered by this school. Without the operation of some great deterring influence, it is reasonable to expect that this school will soon have a body of students of its own and an organized curriculum in the liberal arts leading to a degree. It is fair to say that the substantial equivalent of a liberal arts college is in process of development at the agricultural college.

Duplications in the work in liberal arts is likely then to become a serious problem in Oregon in the near future.

Commerce.—To all intents and purposes there are two competing schools of commerce in Oregon now, as in 1909. As this is a current problem of importance in Oregon the successive stages in the development of these schools will be traced. There were no important changes in the status or function of these schools till 1914.

In 1914 the university announced that plans were in process of development for a school of commerce having for its major purpose the professional preparation of individuals for the more important fields of business administration including business management, public affairs, accounting, banking, insurance, secretarial occupation, and commercial teaching.[39a] In the same year, the agricultural college announced a new four-year curriculum with differentiations in five major fields—business administration, economics, political science, history, and secretarial studies. It also served notice that with the beginning of the academic year 1914–1915 twelve units (three years) of high school work would be required for entrance and fifteen units (four years) with the beginning of the year 1915–1916.[40b]

The university, in 1915, announced the completion of the faculty for the School of Commerce and a full four-year curriculum. The purposes of the school were described as follows:

1, to give the student a foundation of general information that will equip him for specialized study along business and commercial lines. 2, to drill him in the principles underlying business and commerce. 3, to give specialized preparation along numerous business branches. 4, to familiarize him with the resources of Oregon and train him how to market products.

Undergraduate as well as graduate courses were announced. At this time the industrial survey was organized in Portland as part of the work of the school.[39c] In 1921 the name was changed to the School of Business Administration.[39d]

No changes of special significance have occurred in either school since 1915, although numerous new courses have been added.

The situation existing in both schools for the academic year 1921–1922 was as follows: As to function, the university said:

The school is strictly professional. It seeks to avoid the purely vocational on the one hand and the strictly technical on the other. Vocational training as such is not an essential part of industrial management, and highly specialized technical processes are more satisfactorily learned in the individual business during the probationary period which each graduate must necessarily serve. The school is frankly not interested in preparing stenographers, typists, bookkeepers, filing clerks and so on, even while recognizing that such persons are a necessary part of present day business organization. It prefers to devote all its energies to preparing business executives. . . . Research is carried on in various fields of industrial endeavor and the school is always glad to place its facilities at the disposal of business men and organizations of the state and to foster in every way the higher business development of Oregon.[39e]

The school of commerce of the Agricultural College is composed of four major departments—business administration, economics and sociology, political science and office training and stenography. The function of the department of business administration is defined as follows:

The distinctive work of the department of business administration is to train men for effective business organization and management. This includes thorough courses in the phases of accounting, auditing, business organization, scientific management, advertising and salesmanship. While the courses in business administration are primarily designed to fit students for the counting house and business office, including banking, such positions are only stepping stones to work of greater trust and responsibility. A large per cent of the commercial students eventually engage in business of their own. The school of commerce has taken a leading part in developing courses in business methods especially adapted to the farm and other industrial enterprises, the home and coöperative institutions. . . . A large portion of the graduates in commerce find employment as teachers of commercial subjects in state and private schools.[40c]

The following courses were announced for the academic year 1921–1922.

University[39c]	Agricultural College[40c]
Accounting	*Accounting*
Elements of accounting	Introduction to accounting
Constructive accounting	Principles of accounting
Cost accounting	Accounting practice
Accounting theory and practice	Credits and collections
Advanced accounting theory and practice	Corporation accounting
Auditing	Institutional accounting
Accounting systems	Cost accounting
Ethics of accounting	Bank accounting
C. P. A. problems	Auditing
Income tax problems	C. P. A. problems
Report writing	Farm accounting
Seminar in accounting	Dairy accounting
Graduate seminar in accounting	Government and institutional accounting
	Thesis in accounting
Money and Banking	*Money and Banking*
Business finance	Money and banking
Investments	Public finance
Banking procedure	
Advanced investments	
International banking	
Labor Problems	*Labor Problems*
Labor management	Labor problems
Business Administration	*Business Administration*
Business management	Business organization
Seminar in business management	Business management
Grad. sem. in business management	Business for women
	Institutional organization and management
Advertising	*Advertising*
Elements of business advertising	Introduction to advertising
Advertising problems	Principles of advertising
Real Estate	*Real Estate*
Real estate	No courses offered
Statistics	*Statistics*
Business statistics	The elements of statistics
Business Law	*Business Law*
Law of contracts	Business and rural law
Law of sales	Business law (2 courses)
Law of agency	Advanced law (2 courses)
Law of partnership	
Law of bills and notes	
Law of competition	
Law of private corporations	

UNIVERSITY[39c]

Foreign Trade

Technique of foreign commerce
Principles of foreign trade
Latin American trade

Insurance

Life insurance
Marine insurance

Salesmanship and Marketing

Trade routes and world ports
Merchandising
Salesmanship (2)
Sales management
Advanced problems in salesmanship
Advanced problems in merchandising
Resources of the Pacific Northwest

Office Practice

No courses offered

Government

Courses in this field are offered by the university, but not as part of the curriculum of the school of commerce

Geography and History

Courses in these fields are offered by the university but not as part of the curriculum of the school of commerce

Economics and Sociology

Courses in these fields are offered by the university, but not as part of the curriculum of the school of commerce

AGRICULTURAL COLLEGE[40c]

Foreign Trade

Introduction to foreign trade

Insurance

Insurance

Salesmanship and Marketing

Retail selling
Purchasing and selling
Marketing business and practice
Markets
Transportation
Markets and marketing
Coöperation

Office Practice

Elementary stenography (3)
Elementary stenography condensed
Intermediate stenography
Advanced stenography (2)
Elementary typing (3)
Expert typing
Office training
Commercial secretaries course
Secretarial practice
Reporters course (3)

Government

National government
State and local government
Municipal government
International relations
Corporation government
Administration of American government
Practical legislation

Geography and History

Commercial geography (2)
Economic history of Europe
Economic history of United States
Advanced commercial geography

Economics and Sociology

Introduction to economics
Introduction to sociology
Principles of economics
Applied sociology
General sociology
Rural sociology
Agricultural economics
Economic organization of agriculture
National vitality
Literature and exposition of rural life by many individuals in Oregon

Duplication of work in commerce is regarded as detrimental. It is one of the serious problems in coördination.

Education.—The purpose of the School of Education of the University, as announced in 1909, was to train teachers and leaders for the Oregon high schools and to acquaint students in other departments of the university with the place and purpose of education. The school was authorized to award the degree of B.A. The course was a combination of work in the department of education and the college of literature, science, and the arts. Since that time the work in education has been greatly expanded and the school further professionalized. Many courses, both undergraduate as well as graduate, have been added. It now offers training in all important phases of school supervision and administration, and in educational research, as well as preparation for teaching in junior high schools, high schools, normal schools, and colleges. The degree of B.A. and B.S. are awarded, dependent upon the amount of foreign language.[39f]

No work in education was offered by the agricultural college until the beginning of the academic year 1910–1911 when the department of industrial pedagogy was created. This department was not attached to any school or college nor was it included in the division of service departments. No degree was offered in pedagogy. The purpose of the department was to prepare teachers of agriculture, domestic science and art, and manual training for the public schools. The technical work in these respective fields was provided in the college of agriculture and the school of home economics and engineering. The department of industrial pedagogy offered courses in psychology and method. In 1911 training for commercial teachers was added. In 1913–1914 an industrial arts department was organized in the school of engineering, and the department of industrial pedagogy offered added methods courses in this field. There were no changes in 1914–1915. In 1915 the name of the department was changed to industrial education and in 1918 to School of Vocational Education. The purpose announced in 1918 was to train teachers of agriculture, commerce, home economics, and trade and industrial education. With the beginning of the year 1921–1922, the school was authorized to grant the B.S. degree. A number of four-year curricula were announced including one with no designated purpose in which were courses in English, science, social science, mathematics, and education. This curriculum resembles in a marked degree the usual four-year program for the training of general high-school teachers. Under the laws of the state, students completing such a course are eligible to receive a certificate to teach in the high schools.[40d]

Journalism.—For many years before the establishment of the School of Journalism at the University, this institution had offered courses in the department of English preparatory to journalism. In 1914 the department of journalism was established in the college of literature, science, and the arts. In the year 1915–1916 a full four-year curriculum in journalism was announced containing fifteen professional courses. The school was established with the beginning of the year 1916–1917 when it was authorized to grant degrees. No substantial changes in the character of the work have been made since that time. The purpose of the school stated briefly is to

> prepare for the various branches of journalism and publicity including editorial, reportorial, critical, advertising, circulation and business departments, and to contribute, insofar as an educational institution may, to the progress of American journalism.[39g]

No work in journalism was offered by the agricultural college till the academic year 1920–1921 when a department of industrial journalism was created. This department was a separate entity in the college. It was not included in the division of service departments. The announced purpose was:

> to train students to write and edit material on various subjects embraced within the distinctive fields of the college, such as agriculture, engineering, forestry, and home economics, and to enable them to appreciate the point of view of editors of farm and trade journals, and to coöperate effectively with them; to conduct campus publications and other publications of a technical nature; and to furnish scientific material in popular form to the papers.[40e]

Six technical courses in journalism were offered. In 1921 an important change in purpose crept into the announcement. For the phrase,

> to enable them to appreciate the point of view of editors of farm and trade journals, and to coöperate effectively with them—there was substituted—to enable them to take positions on farm and trade papers, and other publications, especially where writing on industrial subjects is required.[40f]

It is obvious that such a change in phraseology changes the character of the undertaking. As defined in 1921 there is no appreciable difference in the function of the work in journalism in the two institutions. In spite of the difference of name, for all practical purposes, two schools of journalism exist in Oregon today.

The following courses were offered in 1921–1922:

University	Agricultural College
Elementary newswriting and gathering	Elementary industrial journalism
Reporting and copy reading	Journalism practice
Publishing	Industrial journalism
Editing	Editing
Law of the press	Technical journalism
Advertising	Journalism practice
Current events	Editorial writing
Estimating on printing jobs	
Business management	
Printshop laboratory	
Interpretive writing	
Typography of advertising	
Advertising campaigns	
Home economics journalism	
Seminar	

Home Economics.—The university maintains a home economics department in the college of literature, science and arts. A series of courses are offered by the department.[39h]. The agricultural college has a school of home economics and offers five differentiated curricula leading to the B.S. degree. Graduate courses are also offered by the college. Duplications in this field have not been regarded as serious.[40g]

Music.—Both the university and the agricultural college have schools of music, but only the university offers a degree.[39h] In the college the courses in music are taken by students enrolled in other schools and colleges.[40g] The university curriculum in music is a combination of liberal arts studies and courses in the technique and appreciation of music. Practically the same training can be obtained in both institutions. As yet, the duplications in the work in music have occasioned little or no unfavorable discussion in Oregon.

Physical Education.—The school of physical education in the university offers the degree of B.A. and B.S.[39h] The agricultural college has a department of physical education. It is not incorporated in the division of service departments.[40g] The duplication of work in physical education seems to have been accepted by all concerned as inevitable and necessary.

Summary.—Duplications of sufficient import to constitute serious problems in coördination now exist in commerce and journalism, and are in the process of development in the liberal arts and education.

MAJOR LINES OF WORK OF THE OREGON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA

University[39h]	Agriculture College [40]	Normal School[42]
Liberal Arts College of Literature, Science and the Arts Degree: B.A. 4 yrs. B.S. 4 yrs. Graduate degrees: M.A. and Ph.D. Courses in 22 departments	*Liberal Arts* Division of Service Departments. Changed to School of Basic Arts and Sciences Degree: None Courses in 13 departments. (not acutally a major line now but apparently in process of development)	
Commerce School of Business Administration Degree B. of Bus. Adm. 4 yrs. M. of Bus. Adm. Series of differentiated curricula in undergraduate and graduate in professional accounting, finance, foreign trade, business administration and household arts	*Commerce* School of Commerce Degree: B.S. 4 yrs. M.S. 5 yrs. Series of differentiated curricula—under graduate: Business Administration Economics and Sociology Political Science Secretarial Work Graduate courses: Rural Sociology. Agricultural Economics Special two-year non-degree courses: Stenography Typewriting Bookkeeping, etc.	
Education School of Education Degree: B.A. 4 yrs. B.S. 4 yrs. Undergraduate and graduate courses for training: Administrators Departmental teachers for high schools Junior high school teachers Normal and college teachers	*Education* School of Vocational Education Degree: B.S. 4 yrs. Differentiated curricula for training: Agricultural teachers High school teachers Home economics teachers Commercial teachers Industrial teachers also supervisors and leaders in these lines	*Education* Degree: None Two-year standard course for teachers in primary, intermediate, or advanced grades and 1 and 2 and 3 year high-schools Two-year special course for teachers in elementary and high schools—drawing, music, physical education, commerce One-year course for rural elementary teachers

MAJOR LINES OF WORK OF THE OREGON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA—(*Continued*)

University[39h]	Agriculture College[40]	Normal School[42]
Journalism School of Journalism Degree: B.A. 4 yrs. B.S. 4 yrs. Differentiated curricula under four options: Writing Advertising Managers News executives Also a five-year curriculum	*Journalism* Department of Industrial Journalism Degree: None Several courses in journalistic practice, editing and technical journalism (not actually a major line now, but apparently in the process of development)	
Engineering Pre-Engineering, three-year curricula, organized in the college of literature, science and art (See text for general plan)	*Engineering* School of Engineering Degree: B.S. 4 yrs. Prof. degrees: C.E.; E.E.; M.E. Undergraduate curricula: Civil, electrical, industrial and mechanical engineering Graduate work: Civil, electrical and mechanical Vocational non-degree course one year in mechanical arts Short non-degree course in highway engineering	
Medicine School of Medicine Degree: B.A. 4 yrs. B.S. 4 yrs. M.D. Undergraduate degree after three years in college of literature, science, and art and one year in medicine Medical degree upon completion of full course	*Medicine* Pre-Medical Two-year pre-medical course in the School of Pharmacy	
Home Economics Department of Home Economics in the college of literature, science and art Many courses are offered (Not a major line)	*Home Economics* School of Home Economics Degree: B.S. 4 yrs. M.S. Differentiated under-graduate and graduate curricula in five different lines One-year non-degree industrial management course	

MAJOR LINES OF WORK OF THE OREGON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA—(*Continued*)

University[39h]	Agricultural College[40h]	Normal School[42]
Music School of Music Degree: B. of Music 4 yrs. Combined professional and liberal arts curriculum	*Music* School of Music Degree: None Many courses in technique and appreciation (Not a major line, but students can get approximately same work as in university)	
Physical Education School of Physical Education Degree: B.S. 4 yrs. B.A. 4 yrs. Combined professional and liberal arts curriculum	*Physical Education* Department of Physical Education Degree: none Many courses in physical education (Not a major line, but students can get approximately same work as in University)	
Law School of Law Degree: LL.B. 4-5 yrs. J.D. Well developed professional curriculum		
Architecture School of Architecture Degree: B.S. 4 yrs. Differentiated curricula: Architecture Fine arts Normal art		
	School of Agriculture Degree: B.S. 4 yrs. M.S. 5 yrs. Undergraduate and graduate curriculum in agriculture with major options in 17 fields Undergraduate curriculum in landscape gardening One year non-degree courses leading to certificates	

MAJOR LINES OF WORK OF THE OREGON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA—(*Concluded*)

University[39h]	Agricultural College[40]	Normal School[42]
	Forestry School of Forestry Degree: B.S. 4 yrs. M.S. 5 yrs. Differentiated under-graduate and graduate curricula in: General forestry Logging Engineering Short non-degree course for foresters	
	Mining School of Mines Degree: B.S. 4 yrs. A professional curriculum	
	Pharmacy Degree: B.S. 4 yrs. Ph.C. 3 yrs. Graduate chemist 2 yrs. Two, three and four year professional curricula	
	Military Tactics Department for Military Tactics Degree: B.S. 4 yrs. Combined professional and liberal arts curriculum	

SECTION 2. RELATIONS AMONG THE STATE INSTITUTIONS ENGAGED IN THE PROFESSIONAL PREPARATION OF TEACHERS AND EDUCATIONAL LEADERS

The state institutions in Oregon engaged in the preparation of teachers and educational leaders are the State Normal School, the School of Education of the University, and the School of Vocational Education of the Agricultural College. The work of each of these institutions in the training of teachers has been stated in section 1. The term teacher-training agencies, used in this section refers to the normal school and to the two schools of education.

1. Have provisions been made for determining the function of each teacher-training agency in relation to the others and to the total needs of the state?

No provisions have been made in Oregon for determining the functions of each teacher-training agency in relation to the others, or the needs of the state. The board of higher curricula is authorized to determine the functions of all the departments, colleges, and schools of the university and the agricultural college. The board has authorized the university to maintain the school of education, the agricultural college, the department of industrial pedagogy—this department being the predecessor of the present school of vocational education. (See page 104.) The board of higher curricula has no authority over the normal school. No studies have been made in Oregon of the needs of the state in terms of teachers or educational leaders.

2. What form of relationship, if any, exists among the institutions?

No statutory relationships of any kind exist among the teacher-training agencies. (See tabular statement in this section.) There are no working relations of importance except the following pertaining to the transference of students. By mutual agreement a plan has been devised whereby

> any graduate of a standard college in Oregon, who, after the freshman year, has attended the Oregon normal school for a period of twelve weeks and completed the course in methods in the training school will be entitled to receive from the state, without examination, a certificate entitling such graduate to teach in the elementary schools.[43]

3. To what extent do the institutions coöperate in promoting improved legislation for the organization and support of the schools, for the welfare of children and for the advancement of the teaching profession?

There is no organized coöperation in Oregon directed toward accomplishing the ends mentioned.

4. Do the institutions unite in maintaining joint projects?

No joint projects are maintained.

5. What, if any, are the points of difficulty among the institutions?

There are at prseent no important points of difficulty among the institutions in their work in the training of teachers.

Summary.—Each teacher-training agency exists "unto itself." There is neither antagonism nor coöperation. One of the important problems in coördination in Oregon is to bring about working relations among these agencies in planning curricula, determining contents of courses and professional qualifications of instructors, and advancing the progress of the system of public education.

STATUTORY AND WORKING RELATIONS AMONG AGENCIES ENGAGED IN THE PROFESSIONAL PREPARATION OF TEACHERS AND EDUCATIONAL LEADERS

	(1) University	(2) Agricultural College	(3) Normal School
1 Form of relationship			
a) statutory	none	none	none
b) organized council, but not statutory	none	none	none
c) occasional conference, not organized or recurring with regularity	none	none	none
2. Extent of coöperation			
a) in planning curricula for teacher-training institutions	none	none	none
b) in determining content of teacher-training courses	none	none	none
c) in determining professional qualifications for instructors	none	none	none
d) in promoting improved legislation for the	none	none	none
(1) organization and support of the schools	none	none	none
(2) welfare of children	none	none	none
(3) advancement of the teaching profession	none	none	none
e) joint projects of any kind	none	none	none

SECTION 3. RELATIONS AMONG EXTENSION DIVISIONS

1. What institutions maintain extension divisions?

Extension divisions are maintained by the university and the agricultural college.

2. What provisions have been made for coöperation between the extension divisions?

No provisions of any kind have been made for coöperation between the two extension divisions. Each carries forward its own work with no relation to the other.

3. What activities are carried on by each of the extension divisions?

The extension division of the university groups its activities under four main headings: Portland center; department of correspondence study; department of visual instruction; and department of social welfare. The Portland center provides extension courses for the people of this section of the state and operates an information service about the university. The correspondence study department has charge of all instruction carried on by this method. About ninety correspondence courses have been offered during each of the past few years. The visual instruction department distributes slides, charts, moving picture films, rock and mineral sets, and the like to schools

and other organizations desiring such assistance. The social welfare department has for its purpose the improvement of social conditions in the state. It offers lectures on welfare problems, conducts social surveys and investigations, and organizes conferences and conventions.[44]

The extension work of the agricultural college is limited to the activities which may be carried on under the Smith-Lever act. The extension service of the college is regarded as one of the three coördinate functions of the institution. As outlined in 1921 the activities included: printing and distributing of materials; conducting extension schools and meetings; county agricultural work; home economics demonstration; boys' and girls' club work; and projects in drainage and irrigation, horticulture, animal husbandry, dairying, poultry husbandry, and farm crops; farm management demonstration, organization, and markets; and rodent control. The work of the extension division reaches into all the important phases of rural life of the state.

4. What amount of extension credit is allowed toward a diploma or degree?

The University allows a total of sixty credit hours, taken in "extension," toward the bachelor's degree. Some credit is also allowed toward the master's degree, the amount in each case being determined by the department in which the student is majoring, in coöperation with the graduation division. Under the University regulations no student is permitted to carry extension work while in residence at any institution. Neither the normal school nor the agricultural college has formal regulations covering extension credit toward diplomas or degrees.

5. What working agreements have been entered into by the extension divisions?

No working agreements regarding any point have been entered into by the two extension divisions. The board of higher curricula has ruled that each institution may carry on extension work in any of its major lines in any part of the state.

Summary.—There are no duplications in the work of the two extension divisions. Each division carries on its work with no reference to the other. It is reasonable to assume that the extension programs of both institutions would be much strengthened by coöperative effort, particularly in visual instruction and social welfare. The problem in coördination is to perfect plans for active coöperation between the two directors for the strengthening of the enterprises now under way, and to lay the foundation for a state-wide extension service in which all the institutions shall have an appropriate part.

STATUATORY AND WORKING RELATIONS AMONG EXTENSION DIVISIONS

	(1) University	(2) Agricultural College	(3) Normal School
1. Is an extension division maintained?	yes	yes	no
2. Form of relationship among extension divisions:			
a) statuatory	none	none	.....
b) organized council, but not statuatory	none	none	.....
c) occasional conference not organized or recurring with regularity	none	none	.....
3. Activities maintained:		limited to Smith Lever	
a) class instruction	yes	.....	.....
b) correspondence instruction	yes	.....	.....
c) lectures	yes	.....	.....
d) club study	yes	.....	.....
e) other activities	see text	.....	.....
f) joint projects	none	none	.....
4. Amount of credit allowed student toward diploma or degree	for correspondence study, 60 hrs. toward bachelor's degree	none	.....
Agreements as to:			
a) distribution of area	none	none	.....
b) distribution of activities	none	none	.....
c) mutual recognition of courses offered	none	none	.....
d) amount of credit toward diploma or degree	none	none	.....
e) other matters	none	none	.....

SECTION 4. SERVICE RELATIONS AMONG INSTITUTIONS AND THE PUBLIC SCHOOLS

1. What lines of public school service are being carried on by each institution and the state department of education?

The major service activities of each agency are listed in the tabular statement. It will be noted that very little service work of any kind is being carried on, and also that there are few duplications of effort.

The department of social welfare in the extension division of the university provides the services of physicians, psychologists, and case workers in assisting in the diagnosis of obscure mental or physical cases in the public schools. This is the only service of the kind provided under state auspices.

The agricultural college assists in the promotion of public school work in home economics and agriculture through the boys' and girls' clubs maintained under the Smith-Lever Act and also in the promotion of these two subjects and the trades and industries under the Smith-Hughes Act.

Visiting the high schools for purposes of accrediting is done by representatives of the state department of education. Representatives of both the university and the agricultural college aim to visit each high school each year to assist young teachers in their work, to confer with students as to the requirements for entrance to the institutions.

Both the university and the agricultural college aim to supply the high schools with commencement speakers.

2. What means, if any, exist for determining from time to time the total services which the educational agencies should provide for the schools, and for allocating appropriate lines of service to each of the agencies?

No provisions of any kind have been made in Oregon for determining a service policy.

3. Is there a plan for coördinating the service work of the agencies?

No plan exists in Oregon for coördinating the service work of the agencies.

Summary.—There are no duplications of importance in the service activities of the institutions. The problem is to develop a service policy for the state in order to lay a foundation for constructive non-competitive relations between the institutions and the schools.

SERVICE RELATIONS AMONG INSTITUTIONS AND THE PUBLIC SCHOOLS

	University	Agricultural College	Normal School	State Dept. of of Education
1. Maintain bureau of educational research	no	no	no	no
2. Conduct surveys:				
a) educational	no	no	no	no
b) financial	no	no	no	no
c) building	no	no	no	no
3. Check new building plans	no	no	no	no
4. Administer:				
a) educational tests	no	no	no	no
b) psychological tests	no	no	no	no
5. Distribute testing material	no	no	no	no
6. Diagnose obscure mental and physical cases	yes	no	no	no
7. Promote subjects:				all in
a) art. *b*) music	.....	c, S.L.&S.H.	.....	general
c) home economics. *d*) drama	none	f, S.L.&S.H.	none	c, S.H.
e) commerce. *f*) agriculture	.....	g, S.H.	.....	f, S.H.
g) industry. *h*) physical education	.....	.....	.....	g, S.H.
8. Supervise school work in:				all in
a) art. *b*) music	.....	.....	.....	general
c) home economics. *d*) drama	none	none	none	c, S.H.
e) commerce. *f*) agriculture	.....	.....	.....	f, S.H.
g) industry. *h*) physical education	.....	.....	.....	g, S.H.
9. Promote movements:				
a) "go to school"	.....	.....	.....	.....
b) health. *c*) thrift	none	none	none	none
d) gardens. *e*) Americanization	.....	.....	.....	.....
10. Visit elementary schools to improve curriculum and instruction	no	no	3 coöperating rural schools	yes
11. Visit high schools to:				
a) improve curriculum and instruction	yes	yes	no	yes
b) interpret higher education requirements	yes	yes	no	no
c) obtain students for instruction	no	no	no	no
d) inspect for accreditation	no	no	no	yes
12. Lead debating league	yes	no	no	no
13. Provide commencement speakers	yes	yes	no	no
14. Distribute visual educational material	yes	no	no	no
15. Provide library reference service	yes	no	no	no
16. Other services	none	none	none	none except legal

SECTION 5. ARTICULATION BETWEEN HIGHER EDUCATIONAL INSTITUTIONS AND THE HIGH SCHOOLS

1. Is there a plan whereby the higher educational institutions may coöperate with each other and with the high schools in determining entrance requirements?

In Oregon there is no definite plan to assure coöperation among the higher educational institutions, or between these institutions and the high schools in determining entrance requirements. Up to 1921 each of the institutions of the state determined its own entrance requirements with no reference to the others and without consultation with the high school principals. The rejection by two of the state institutions of a considerable number of applicants who had graduated with creditable records from the best high schools of the state led to so critical a situation that the State Superintendent of Public Instruction requested the higher education department of the Oregon State Teachers Association to agree upon uniform requirements for entrance to all the institutions. This resulted in the formulation of a statement of requirements containing constants and variables, which were accepted in the spring of 1921 by all the institutions, public and private.

All the institutions agreed to the following:

(*a*) Entrance without deficiency to the colleges, universities and normal schools of Oregon shall be contingent upon presentation of at least ten units in English, mathematics, foreign languages (including Latin), laboratory science, and history (including civics). It is left to the individual institution to distribute these units according to their respective inclinations.

(*b*) The number of units in English should be three; and in these, emphasis should fall on syntax and composition of original character.

(*c*) The remaining five units may be taken in any subject regularly offered in the high school course of study in this state, such as agriculture, drawing, art, manual training, manual arts, music, teacher training, domestic science, and commercial subjects.

(*d*) It is recommended to high schools that students taking as much as five units outside the five departments mentioned in section (*a*) should take sufficient amounts of each subject to the end that the five units may not be merely a smattering of a number of these electives.

(*e*) In addition, each institution will make such specific requirements as it may find desirable.[46]

2. What are the present entrance requirements of each institution?

The university, under the proviso that each institution may make specific requirements, has ruled that nine of the ten units under (*a*) shall be: English, a minimum of three; algebra, one; plane geometry, one; foreign language, two; history, one; laboratory science, one. These requirements must be met literally. Students in mathematics, art, geology, or pre-engineering must increase mathematics to make a total of one and one-half units of algebra, one unit of plane geometry, one-half unit of solid geometry, and one-half unit of trigonometry. For entrance to the school of business administration of the university a total of seven units must be presented in mathematics, English, history, and science, and eight units from list (*c*) provided that four are in commerce.[46a]

The Agricultural College requires the same distribution of units under (*a*) as does the University. For entrance to the schools of engineering and forestry the student must present one and one-half units of algebra and higher algebra; and in engineering, in addition, one and one-half units of plane and solid geometry. Students who offer fifteen or more units, but who are deficient in some of the requirements under (*a*) may enter and make up the deficiencies by taking equivalent courses in the college or elective courses approved by the deans of the respective schools.[46b] A student who lacks not more than two of the required fifteen units may be admitted as a conditioned freshman.

The normal school requires the full fifteen units for entrance but does not hold to the foreign language under (*a*).[46c]

For applicants from high schools outside of Oregon, the university and agricultural college accept the rating of the university of the state concerned, or in lieu of rating, require an examination. The normal school has no rulings governing such cases but handles each as it is presented.

3. Is there a plan for the entrance of Smith-Hughes groups?

No plan has been devised by any Oregon institution for the entrance of the Smith-Hughes groups.

4. Are studies of individual differences being made as an aid to the enrollment and classification of students?

No such studies are being made by the Oregon institutions.

5. Are studies being made of the over-lapping of high school subjects and courses offered by the higher educational institutions?

No such studies are being made.

Summary.—No serious, scientific attempt is being made in Oregon to articulate the high schools with the higher educational institutions. This is one of the problems of coördination which has received no consideration. The agreement to hold to the fifteen units for entrance to all institutions is an advance over the previous plan. It represents a willingness of the institutions to stand together on a certain platform, but cannot be regarded as a solution because it does not rest upon a study of individuals, or of requirements for various professions or of overlapping of content in the high schools and the higher institutions.

ARTICULATION BETWEEN THE HIGHER EDUCATIONAL INSTITUTIONS AND THE HIGH SCHOOLS

	University	Agricultural College	Normal School
1. Is there a plan for coöperation in determining entrance requirements:			
a) among higher institutions	informal	informal	informal
b) between higher institutions and the high schools	informal see text	informal see text	informal see text
2. Requirements for entrance from accredited high schools:			
a) without examination	yes	yes	yes
b) number of high school units	15	15	15
c) must high school program include certain subjects	yes see text	yes see text	yes see text
d) are same subjects required for all departments in the institution	no see text	no see text	yes see text
3. Requirements for entrance from non-accredited high schools and schools in other states:			
a) by written examination	yes	yes	no provision
b) by acceptance of rating of the state university	yes	yes	no provision
c) by other means	.....	.....	.....
4. Is there a plan for the entrance of Smith-Hughes groups from the high schools–	no	no	no
5. Are studies of individual differences being made as an aid to enrollment and classification of students?	no	no	no
6. Are studies of over-lapping high school and higher educational course being made	no	no	no

IV. The Board of Higher Curricula

Section 1. Provisions for the Board

Establishment.—During the special session of the legislature of 1909 the law was enacted creating the board of higher curricula. It was at this session that the appropriation bills for the support of the normal schools failed to carry. Numerous proposals were presented aiming toward eliminating the harmful results of the intense rivalries between the university and the agricultural college. It is reported by those most familiar with the situation that the only proposal which was favored by the two institutions was for the curricula board to supplement but not replace the governing boards of the institutions. The Oregon board of higher curricula was the first of the kind established in the United States.

Composition.—The board consists of five members appointed by the governor subject to the confirmation of the senate. The tenure of office is five years, so arranged that the term of one member expires each year. The law provides that no member of any board or alumnus or faculty member of any higher educational institution of Oregon may be appointed.[47] By this means the state hoped to assure itself of a board composed of members having no special interests in any one institution and who would approach each problem with an open mind. That this has been accomplished is the unanimous opinion of all with whom conferences were held. The first members of the board were well educated citizens of the highest rank—a physician, a Rabbi, an attorney, an engineer and a retired college president. The present members are worthy successors. Politics have apparently played no part in the composition of the board.

Powers and Duties.—According to law the exclusive purpose of the board:

> shall be to determine what courses of study or departments, if any, shall not be duplicated in the higher educational institutions of Oregon, and to determine and define the courses of study and departments to be offered and conducted by each such institution. . . . providing that no decision eliminating a course shall be made unless at least twenty day notice shall be given to the secretaries of the several boards of the institutions affected.[48]

The board is authorized to visit and inquire as often as necessary as to the work conducted at each institution. The institutions must place data before the board showing courses of instruction and curricula, and must abide by the decisions of the board. Representatives of institutions may appear before the board and present arguments for or against the proposals of any of the institutions.

Meetings may be held as often as necessary, but the board must meet annually on the first Monday in April.

Higher educational institutions are defined in the law as being the university and the agricultural college. The normal school is not mentioned.[49]

Section 2. The Problems of Coördination Summarized

The general character of the problems of coördination presented, which have been fully stated in previous sections may be summarized as follows under three divisions:

1. Definition of policies and curricula:

   a. In 1909, before the board was organized, there was active competition between the University and the Agricultural College in the fields of engineering and commercial instruction.

   b. Serious duplications still exist in commercial instruction, and since 1909 have developed in journalism. In these two fields duplications are of sufficient import to constitute serious problems in coördination. Similar duplications are in the process of development in the liberal arts and education.

2. Relations among institutions:

   a. In 1909, there was active and open hostility between the University and the Agricultural College.

   b. In the training of teachers each institution exists unto itself. The problems of coördination in this enterprise are to establish working relations in planning curricula, determining content of courses, determining standards for the qualifications of instructors and advancing the cause of education through fostering improved legislation.

   c. In the extension field the problems of coördination are the same as in Alabama — to determine an extension policy and to establish working relations among the extension divisions.

   d. In the service work for the public schools, the problems of coördination are the same as in Alabama—to determine a service policy and to develop working relations among the institutions in carrying the work forward.

3. Articulations between the institutions and the high schools:

   a. Having agreed upon common practice in some particulars as to admission requirements to the institutions the problem now is to go deeper into the whole matter and devise a plan for the admission of the Smith-Hughes groups and to carry on studies in individual differences as an aid to the enrollment and classification of students, and of the overlapping of courses conducted by the institutions and the high schools.

A less immediate but very inportant problem in coördination is to amend the statutes so as to bring about a parity in the legal status and control of the institutions.

Section 3. The Work of the Board of Higher Curricula

Mode of Operation.—During the first year of its existence the board occupied itself studying the situation then existing in Oregon. Each member undertook a special field of investigation. The topics included: the meaning of the law; the cost of administering two institutions; the possibility of combining the two institutions under one board; the possibility of one campus, and the effects of the duplication of curricula. Thus the members came to know each other and to appreciate the significance of the work before them. In considering acute questions, such as engineering, it has been the custom of the board to hold public hearings to which would be invited representatives of institutions and individuals in the state whose experiences or opinions would be significant. As will be noted later, in considering matters where opinions vary greatly the board has extended its deliberations over long periods of time.

In the early spring, sometime between February and April, the two institutions submit to the board the courses and curricula proposed for the following academic year. For example, in April, 1922, one of the institutions submitted its proposals in a document of nineteen pages. The nature of the material submitted by the institutions will be revealed by citations from this document.

April 27, 1922.

To the Members of the Board of Higher Curricula:

In behalf of the (name of institution here omitted) application is hereby made to the Oregon State Board of Higher Curricula for approval of the changes outlined in the accompanying statements. The classifications under the different headings will no doubt contain the information desired by members of the board. The changes have been approved under general authority of the Board of Regents, by the Administrative Council, consisting of the President and the Deans of the Schools.

Respectfully,
Signed by the President.

PREFACE

On the following pages are listed curricula changes proposed for the (name of institution) for the year 1922–23. For purposes of clarity and convenience the changes are classified into the following groups:

I. Changes in course title only.
II. Changes in course number only.
III. Changes in course number and title.
IV. Changes in course number and credit.
V. Changes in course credit only.
VI. Courses transferred or consolidated.
VII. Courses discontinued.
VIII. New courses.
IX. Miscellaneous.

The changes represented in the first six groups, while minor in character, are important as affecting the respective major courses, and are made necessary in the interest of clarity of expression, balance in instruction, and adaptation to most approved methods.

The new or additional courses listed in group VIII are all made desirable and necessary in the normal development of the respective major courses. All the subjects listed are within the scope and policy of the institution.[41]

On the pages which followed the institution stated in full the exact nature of the changes proposed, together with all explanations necessary for clarity. As the proposals were largely routine the board acted upon them the following day. To date, in dealing with routine matters, the longest period that has elapsed between initial consideration and action has been two weeks.

The work of the board in handling matters which have occasioned differences of opinion is described in the paragraphs which follow under the captions of engineering, commerce, journalism, liberal arts and education. Unless otherwise stated all refernce to the action of the board is from the minutes of this body.

Engineering.—The situation which existed in engineering instruction when the board was created has been set forth previously, see page 98. After a series of public hearings the board on April 28, 1910, issued an order to the effect that:

1. The departments of mechanical and mining engineering shall be confined to the State Agricultural College.

2. In view of the fact that strong departments in Civil Engineering and Electrical Engineering are now established in both the State Agricultural College and the University, these departments shall continue to be part of both institutions.[41a]

The action eliminating mechanical and mining engineering from the university occasioned great criticism from advocates of this institution. In other quarters it was felt that the board had compromised in permitting duplications to remain in the field of civil and electrical engineering. During the three years which followed the engineering problem was considered by the board at frequent intervals with the result that on December 30, 1913, it ordered that the departments of civil and electrical engineering be abolished from the university and assigned exclusively to the agricultural college on condition that the college raise the entrance requirements to all courses in engineering to graduation from a standard four-year high school course or the equivalent. The agricultural college responded favorably to this condition and since 1914 has been the only state institution in Oregon maintaining engineering instruction. This is the only case to date in which the board of higher curricula has taken drastic action.

Commerce.—The situation existing in commercial instruction in 1909 has been described on page 99. In 1910 the board of higher curricula authorized work in commerce to be maintained by both institutions along the lines as then organized and defined. It will be recalled that the work at the college "aimed to do for the business man what the trade school does for the mechanic." The college offered two groups of courses—business management and office employment. The purpose of the work at the university was to train young men for "branches of civic and consular service, banking, transportation, and domestic and foreign commerce." In its action of 1909, the board recognized that two types of commercial instruction were important in Oregon: one, the middle technical type emphasizing courses of immediate practical value as a means of preparation for subordinate commercial positions; the other, the higher professional type emphasizing theory courses as a foundation for employment as managers and executives. In 1913 the board authorized the university to organize a school of business administration and at the same time approved an expanded program in commerce at the college. The purpose of the school as defined in 1913 was substantially the same as in 1909. The college, however, entered upon new fields in commerce as indicated by the four major lines which a student might pursue (see page 101). The university has added new courses from year to year but always within the scope of the original purposes. The college has also added new courses, many of which have been entirely foreign to the original purpose, as differentiated from the university. The result is that now Oregon has two schools covering practically the same fields. It makes but slight difference how the purpose of each school is defined on paper. The essential character of a school is revealed by the work which it offers. Now the only distinctive work offered by the agricultural college is in office practice; and the only distinctive work of the university is a single course in real estate. Both cover substantially the same fields in accounting, money and banking, foreign trade, insurance, salesmanship, government, geography, history, economics and sociology. It has been said by some that the work in commerce is pitched on a higher level at the university than at the college. If this be so it is a qualitative difference of importance, but has slight significance in the discussion of duplication of commercial curricula.

Although the board of higher curricula does not seem to be of the opinion that there is serious duplication in commerce in the two institutions, it must be concluded that the state is now maintaining two schools of commerce, each duplicating the work of the other in all

practical fields except real estate and office practice. There is no evidence to indicate that the board possesses data establishing the need in Oregon for maintaining two commercial schools. The additions to the program in the college have come so gradually and been distributed over so many years that the real situation existing today apparently is not clear to those who have been participants. The process of evolution and development is interesting in Oregon, for the same thing has transpired in other states where open competition has been the "order of the day" and where there has been no coördinating board to prevent duplications.

Journalism.—There were no duplications in instruction in journalism in Oregon until the beginning of the academic year 1920–1921 when the department of industrial journalism was organized in the agricultural college. The development of journalism in the University and the Agricultural College has been traced on pages 105, 106.

In the spring of 1919 the proposals of the agricultural college to the board of higher curricula contained, under the heading,

"new courses and departments in the agricultural college," "courses in industrial journalism."

The board gave tentative approval at its meeting of May 27, 1919, withholding permanent approval till more information regarding the nature of the work had been obtained. About a year later, April 30, 1920, the board approved the work in journalism to be offered by the college with the following definition:

Purpose of course to edit and prepare material relating to agriculture, industry and home economics.

On May 25, 1920, the following statement was approved and entered upon the minutes of the board:

INDUSTRIAL JOURNALISM

A Service Course.—The purpose of this work in industrial journalism at the State Agricultural College is to train students to write and edit material on various subjects embraced within its distinctive fields, such as agriculture, engineering, forestry, mining, home economics, and the like, to enable them to appreciate the point of view and coöperate effectively with the editors of farm and trade journals, to conduct campus publications and other publications of a technical nature, and to funish scientific problems in popular form to the papers. This is not a course in the broad sense, such a course not falling within the scope of the institution. The agricultural college is interested in fitting those whose life work is to lie in other fields of industry, trades, science, or agriculture—to take the place of leadership through the press as well as otherwise, for which their technical training fits them. These courses are intended to meet the needs of a large group of persons, farmers, county agricultural agents, home demonstration agents, field specialists in extension service, teachers of in-

dustrial subjects and others who may have occasion to prepare material for the press on industrial subjects. Industrial journalism is not offered as a major and no degree is given. The work is elective by students who are majoring in the regular distinctive courses of the college.

On the basis of the approval of the board, the agricultural college announced a department of industrial journalism and listed a series of courses in the catalog for the year 1920–1921. The catalog statement is reproduced on page 105. In the announcement for the year 1921–1922, the phraseology was changed indicating that the purpose of the work in journalism was "to enable them (students) to take positions on farm and trade papers." It is difficult to see how such a definite vocational purpose could fall legitimately within a service course.

Recognizing that the foundations for a competing school of journalism were being laid at the agricultural college, the University of Oregon filed a protest in February 1922, calling the attention of the board of higher curricula to the following:

That the order of the board had not been followed as the work in journalism at the college had not been listed under the service departments.

That the statement of purpose and scope as approved by the board had not been printed in the catalog.

That while in 1920 the purpose announced was to "train students to write and edit material on the various subjects embraced within the distinctive fields of the college such as agriculture, engineering, forestry, home economics, and the like, and to enable them to appreciate the point of view of editors of farm and trade journals and to coöperate effectively with them," that in 1921 it had been changed "to enable them to take positions on farm and trade papers, and other publications, especially where writing on industrial subjects is required."

That the Agricultural College proposed that the annual conference which had been conducted by the University be conducted jointly by the two institutions.

That an undergraduate fraternity for students in journalism had been organized at the college.

That the students in journalism at the college have edited an edition of a Corvallis newspaper.

That there is a faculty in journalism at the college.

That duplication in journalism is costly and unnecessary.

Upon receiving this protest the board gave formal notice that it would conduct a hearing on February 14. Four members were present at this hearing. Two proposals were entertained: one, to restrict further the courses in journalism at the college, and the other to eliminate the courses from this institution. The second proposal was defeated, but on the first, the board was divided two to two. After several hours of discussion on the following day the board adjourned, to meet in April, without taking any action. On April 17 the board

convened for the special purpose of considering the journalism problem. Two days' heated argument ensued, after which the board adjourned without taking action. The previous action of the board is thus unamended, and no steps have been taken to hold the work in journalism at the college within the bounds of the original purpose as approved. The fact that the board considered but declined to act on the protest of the university and also failed to show wherein the protest was not in accordance with the facts, strengthens the position of the agricultural college in the further development of its work in industrial journalism.

Liberal Arts.—The stages in the development and administration of the academic subjects in the agricultural college have been described on page 100. The most important and far reaching action was taken April 18, 1922, when the board of higher curricula authorized the college to change the name "Service Departments" to "School of Basic Arts and Sciences." In support of the request for the new name, the agricultural college submitted this brief:

> In support of this request it is recorded that the "Division of Service Departments" includes the departments of art and rural architecture, bacteriology, botany and plant pathology, chemistry, English language and literature, entomology, history, mathematics, modern languages, physics, public speaking and dramatics, zoology and physiology. These departments provide the basic work for the various technical or distinctive purposes, these departments were organized into a division under a Dean—the same general organization as obtains for any of the "schools" of the institution. The term "Service Departments," however, has never been satisfactory, either as a matter of appropriateness or clarity of meaning. The term "Service Departments," as generally understood in the organization of educational institutions, refers to those departments serving the physical plant of the institution, such as, for instance, the electric light and power, plumbing, heating and general superintendence of buildings.
>
> A much more appropriate term for the division comprising the different instructional departments listed above, and a term clearly indicative of the character and purpose of the work of these departments, would be the "School of Basic Arts and Sciences." The purpose of the various departments in this division is to furnish instruction in the basic sciences and the other fundamental subjects underlying the various industries represented in the distinctive courses of this institution.
>
> The change in the name of the division does not imply, neither does it contemplate, any change whatsoever in the number of departments, the subjects offered, or the character of the work. The organization is purely for administrative efficiency and the change in name is for the purpose only of more consistently designating the character of the work of the division.

In spite of these declarations of intention not to change the general purpose or character of the work a number of factors will make it increasingly difficult from year to year not to do so:

1. A "school" in the sense in which it is used in the Agricultural College, is an administrative unit organized for a definite purpose, with a faculty, a body of students and a curriculum, leading to a degree or degrees; for example, the school of commerce, the school of vocational education, the school of engineering, the school of home economics, the school of agriculture, the school of forestry, the school of mines and the school of pharmacy. The only school within the institution which was an exception to the above, prior to the establishment of the school of basic arts and sciences, was the school of music, which had no administrative head and which did not offer a degree.

2. Other units within the college have passed through the same stages in development as the work in liberal arts; for example, industrial pedagogy—first a department bearing this name, then a department of industrial education, then a school of vocational education and finally a school with a curriculum leading to a degree.

3. The fact that a school of basic arts and sciences is announced will tend to bring to the institution students who will wish to enroll therein for a degree.

4. The fact that the school has an administrative officer will tend to hasten the further recognition of its identity.

As in the cases of journalism and education, the sole purpose of this analysis is to show that under the board of higher curricula duplications are in the process of development. It is entirely foreign to the aims of this study to determine whether or not such duplications are for the best interests of the institutions or the youths of the state.

Education.—The duplications in education have been described on page 104. It is significant to note that the duplications in this field—as in journalism—have developed since the board of higher curricula undertook its work.

On April 28, 1910, the board voted that:

The School of Education, as such, shall be confined to the University of Oregon, but this rule shall not be construed against the maintenance by the State Agricultural College of a Department of Industrial Pedagogy, and the provision by this institution for such work in connection therewith, or related thereto, as may be necessary in training persons to teach industrial subjects in the common and high schools, in accordance with the provisions of the Nelson Amendment of 1907 to the Morrill Act of 1890, and the interpretation thereof, and the instructions given in connection therewith, by the United States Department of the Interior.

The Nelson amendment, to which reference was made, provided that:

There shall be and hereby is annually appropriated . . . to each State and territory for the more complete endowment and maintenance of the agricultural colleges now established, or which may hereafter be established in accordance with the act of Congress of July 2, 1862, and the act of Congress approved August 30, 1890, the sum of $5,000 . . . and the annual sum to be paid thereafter to each state and territory shall be $50,000, to be applied

only for the purposes of the agricultural colleges as defined and limited in the act of Congress approved July 2, 1862, and the act of Congress approved August 30, 1890; Provided, That said colleges may use a portion of the money for providing courses for the special preparation of instructors for teaching the elements of agriculture and the mechanic arts.[50]

This act can in no wise be cited as an attempt on the part of the Federal government to subsidize teacher training, as such. The clear intent is to further endow the "land-grant" colleges in accordance with their original purposes. The language indicates that the training of teachers is permissive and not mandatory, and that it is an incidental rather than primary enterprise of the agricultural colleges.

Building on this act and the authorization of the board of higher curricula, the department of industrial pedagogy undertook its work. The name of the department was changed to industrial education in 1915 and to school of vocational education in 1918. In 1921 the school was authorized to grant degrees. The activities of the school have been described in the pages to which reference has been made.

To properly prepare individuals for teaching, supervisory or research positions in the various phases of vocational education requires practically the same range of courses in educational history, philosophy, psychology, sociology and general method as would be offered by a school of education having as its purpose the preparation of individuals for the usual lines of educational service. That the agricultural college has realized this and developed its work accordingly is evident from a study of the courses which it now provides. The conception of differentiation of function upon which the board based its action in 1910, in authorizing the University to maintain a school of education and the Agricultural College a department of industrial pedagogy, seems to have been modified to such an extent during the twelve years which have elapsed as to be scarcely recognizable at present. While it should not be inferred that the development in education in the agricultural college during the last decade is unfortunate and unjustifiable, it should be understood clearly that under the approval of the board the foundations for a second school of education have been laid and that this school is in process of development. No formal protest to this has as yet been made to the board of higher curricula.

Section 4. Summary and Evaluation of the Work of the Board of Higher Curricula

With reference to the problems of coördination stated on page 121, the work of the board of higher curricula may be summarized and evaluated as follows:

1. In defining policies and curricula:

   a. Duplications in engineering have been eliminated by the direct action of the board.

   b. Duplications in journalism, liberal arts and education have developed since the board undertook its work. Duplications in commerce are now more serious than before the board was created.

2. In bringing about harmonious and coöperative relations among institutions:

   a. Through the efforts of the board the relations between the two institutions—the university and the agricultural college—have improved. Open hostility has given way to "armed neutrality." Although not susceptible to proof, this is the opinion of all with whom conferences were held. The stage of coöperation and good will has not been attained.

   b. The board has given no consideration to the relations among institutions in the training of teachers. One reason is that the work of the normal school does not come under the purview of the board, and another that the work of the board, under law, is limited exclusively to considering duplications of curricula.

   c. The board has given no consideration to the development of an extension policy.

   d. The board has given no consideration to the development of a service policy for the schools.

3. In developing articulations between the institutions and high schools:

   a. The board has given no consideration to the relations between the institutions and the high schools. It is not authorized by law to do so.

The board has made no suggestion regarding amendments to the laws under which the institutions operate in order to establish a parity in status and control.

REFERENCES

[1] Laws of Oregon Territory, 1857–58, page 86.
[2] U. S. Statutes at Large, II, page 383.
[3] Constitution of Oregon, article VIII.
[4] Laws of Oregon, 1872, page 47.
[5] *Ibid.*, 1876, page 52.
[6] Catalog, University of Oregon, 1921.
[7] Laws of Oregon, 1882, page 8.
[8] *Ibid.*, 1889, page 4.
[9] *Ibid.*, 1913.
[10] *Ibid.*, Special Session, 1920, page 68.
[11] *Ibid.*, 1911, page 99.
[12] Laws of Oregon Territory, 1857–58, page 17.
[13] Laws of Oregon, 1868, page 40.
[14] *Ibid.*, 1876, page 17.
[15] *Ibid.*, 1885, page 10ff.
[16] *Ibid.*, 1913, chapter 136.
[17] *Ibid.*, 1920, chapter 36.
[18] Catalog, Oregon Agricultural College, 1921–22, page 37.
[19] History of the Oregon Normal Schools, Almack, J. C. Quarterly of the Oregon Historical Society, vol. 21, March, 1920, pages 102, 103.
[19a] *Ibid.*, page 106. [19b] *Ibid.*, page 113. [19c] *Ibid.*, page 118. [19d] *Ibid.*, pages 121, 122. [19e] *Ibid.*, page 122.
[20] Laws of Oregon, 1882, page 43.
[21] *Ibid.*, 1885, page 133.
[22] *Ibid.*, 1889, page 115.
[23] Constitution of Oregon, article I, section V.
[24] Laws of Oregon, 1891, page 161.
[25] *Ibid.*, 1893, page 17.
[26] *Ibid.*, 1893, pages 63, 64.
[27] *Ibid.*, 1895, page 46.
[28] *Ibid.*, 1899, page 192.
[29] *Ibid.*, 1907, pages 442, 443.
[30] *Ibid.*, page 348.
[31] *Ibid.*, 1911, page 15.
[32] *Ibid.*, 1882 to 1909.
[33] *Ibid.*, Special Session, 1920, page 66.
[34] Catalog, Oregon State Normal School, 1921–22, page 48.
[35] Constitution of Oregon, article VIII.
[36] Olson, Oregon Laws, 1920, sections 5409 to 5430.
[37] *Ibid.*, sections 5431 to 5446.
[38] *Ibid.*, sections 5447 to 5467.
[39] Catalog, University of Oregon, 1909–10. [39a] *Ibid.*, 1914–15. [39c] *Ibid.*, 1915–16. [39d] *Ibid.*, 1921–22. [39e] *Ibid.*, page 166ff. [39f] *Ibid.*, 1909 to 1922. [39g] *Ibid.*, 1900 to 1922. [39h] *Ibid.*, 1921–22.
[40] Catalog, Oregon Agricultural College, 1909–10. [40a] *Ibid.*, 1909 to 1921, inclusive. [40b] *Ibid.*, 1914–15. [40c] *Ibid.*, 1921–22, page 152ff. [40d] *Ibid.*, 1910 to 1922. [40e] *Ibid.*, 1920–1921, page 348. [40f] *Ibid.*, 1921–22, page 373. [40g] *Ibid.*, 1921–22.

[41] Minutes of the Board of Higher Curricula, April 18, 1922. (Unpublished—in custody of the Secretary, Mr. James Hedges, Oregon City, Oregon.)
[41a] *Ibid.*, April 28, 1910.
[42] Catalog, Oregon State Normal School, 1921–22.
[43] *Ibid.*, page 27.
[44] Catalog, University of Oregon, 1921–22, page 264ff.
[45] Catalog, Oregon Agricultural College, 1921–22, page 68ff.
[46] Requirements for Entrance to the Higher Educational Institutions of Oregon, page 1. (Mimeographed document issued by the State Superintendent of Public Instruction.)
[46a] *Ibid.*, page 4. [46b] *Ibid.*, page 3. [46c] *Ibid.*, page 3.
[47] Olson, Oregon Laws, 1920, section 5352.
[48] *Ibid.*, section 5357.
[49] *Ibid.*, sections 5358 to 5362.
[50] U. S. Statutes at Large, 34, page 1281.

CHAPTER V

WASHINGTON JOINT BOARD OF HIGHER CURRICULA

I. Establishment and Present Status of Institutions

UNIVERSITY OF WASHINGTON

Establishment.—The second legislative assembly of the Territory of Washington on January 29, 1855 passed an act to establish and locate the territorial university. It is significant to note that the plan of organization included an institution at Seattle, with a branch at Boisfort Plains, each "upon the same footing with respect to funds and all other matters." This is the first and only reference to "branches" in the entire educational history of Washington.

> Section 1.—Be it enacted by the Legislative Assembly of the Territory of Washington, That the University shall be and hereby is located and established at Seattle in the County of King; and that there is hereby located and established a branch of said University on Boisfort Plains in Lewis County, to be placed upon the same footing with respect to funds and other matters as the University located at Seattle in King County.
>
> Section 2.—The two townships of land granted by the Act of Congress of July 17, 1854, for the support of a university be and the same hereby is equally divided between the University located at Seattle, in King County, and the branch of said university located at Boisfort Plains, in Lewis County.[1]

This act was repealed in 1858 when the assembly voted to locate the university on the

> Cowlitz Farm Prairie, in the County of Lewis: provided that a good and sufficient deed to one hundred and sixty acres, on an eligible part of said prairie, be first executed to the Territory of Washington.[2]

The act of 1858 was in turn repealed by the act of 1860, which provided that the university be located at Seattle upon condition that a deed to ten acres of land in the vicinity of the town be executed to the territory.[3] It was under this act that the institution now known as the University of Washington was founded.

The first university code was passed January 24, 1862,[4] and remained in force until 1890. This code described the general purpose and scope of the university and its organization, government, and financial support. The university opened to receive students in the fall of that year.

Washington was admitted to the union as the forty-second state in 1889. During the first session of the state legislature, 1890, the second university code was passed, superseding the first in its entirety. The location of the institution at Seattle was confirmed, and the purpose, organization and government redescribed.[5] The act of 1890 may be regarded as the first charter of the university. The institution has statutory existence only.

Financial Support.—The code of 1862 provided that the

> money received from the sale of lands (donated by the Federal government in 1854 shall . . . be used for the keeping of the university buildings in good repair and in meeting the general expenses.[6]

No direct state appropriations were made till 1877 when $1000 was voted by the legislature for defraying tuition expenses.[7] The code of 1890 provided that the university be supported from funds derived from three sources: (1) sale of lands donated by the United States government; (2) tuition of students; and (3) such appropriations as the legislature may make.[8]

The first millage tax act passed in 1911 under which the board of equalization was ordered to levy a tax of 47½/100 of a mill on all taxable property.[9] The rate was changed to 74/100 in 1917,[10] and 1.10 in 1921.[11] The joint board of higher curricula was authorized by act of 1921, to recommend any necessary changes in the tax rate for this and other institutions for readjustment by the legislature of 1925.

Functions.—The functions of the institutions in Washington have been defined in greater detail than have those of any state within the group under consideration. The code of 1862 specified that the

> university shall consist of at least four departments—literature, science and the arts, a department of law, medicine and military science and such other departments as the regents may deem necessary and the university funds allow.[4]

The desire of the people to depart from the traditional conception as to the place of foreign languages in higher education will be noted from the following clause from the act of 1862:

> The regents shall provide for the arrangement and selection of a course of study in the University for such students as may not desire to pursue the usual collegiate course in the department of literature, science and arts, embracing the ancient languages and shall provide for the admission of such students without previous examinations.[4]

As defined in the code of 1890 the function of the university was to

> provide the best and most efficient means of imparting to young men and women on equal terms a liberal education and thorough knowledge of the different branches of literature, the arts and sciences with their varied applications, beginning in the collegiate and scientific departments where the same are completed in the high schools.[5]

In 1893 the purpose was redefined and the following fields of instruction specified:

> Literature, science, art, law, medicine, mechanics, industrial training, military science, and such other lines of work as may be established therein from time to time.[12]

As defined in 1897 the scope of instruction was identical with that of 1893 except that mechanics and industrial training were omitted. The code now in effect defines the purpose in the language of 1890, with the list of instructional fields specified in 1897.[13]

In 1917 the legislature defined by statute the major lines of work which each state institution might pursue. The university was authorized to maintain exclusively as major lines, instruction in law, architecture, forestry, journalism, library economy, marine and aeronautical engineering, and fisheries. Both the university and the state college were authorized to maintain as major lines instruction in liberal arts, pure sciences, pharmacy, mining, civil and electrical engineering, chemical engineering, home economics, and the professional preparation of high school teachers, school supervisors and school superintendents. Instruction in medicine, when introduced, is to be limited to the university.[14]

For at least ten years prior to 1917 a bitter controversy raged between the agricultural college and the university as to the scope and function of each. The controversy led to the appointment of a commission by the legislature

> to determine more definitely the purpose, spheres, and function of the university, the state college and the normal schools and the lines of work which each should be encouraged to develop for the better service of the state.

The commission arranged with the bureau of education to conduct a survey of higher education and assist in formulating recommedations. The most conspicuous results of the work of the commission include the definition of major lines which each institution might develop and the establishment of the joint board of higher curricula.[15] In addition to the report of this commission two other documents reveal clear pictures of the nature of the controversy between the university and the agricultural college: A brief prepared by E. A. Bryan, then president of the state college, setting forth the views of this institution;[16] and another brief prepared by Dean J. T. Condon, of the school of law of the university, in the nature of a reply to President Bryan.[17]

Government.—The territorial code of 1862 created a board of regents of nine designated men constituting a corporate body, for the control of the university. At its first meeting the members were to determine by lot whose term should expire the first year, the second

and so on. Their successors were to be elected by the legislature for a term of nine years.[4]

This board was reconstructed in 1867 when five designated individuals succeeded to the powers of the old board and also to the powers of the board of land commissioners. Two of the members were to hold office two years, and three, four years. Successors were to be elected by the legislature.[18]

In 1890 the board was again reconstructed so as to consist of seven members appointed by the governor with the advice and consent of the senate, holding office for six years. Each member was to receive $4.00 per day while attending meetings, in addition to actual expenses. The superintendent of public instruction was a member *ex officio*.[8] The present board is constituted as in 1890 with the exception that there is now no *ex officio* member and no provision for salary.

STATE COLLEGE OF WASHINGTON

Establishment.—During the territorial period two acts were passed looking toward the establishment of a "land-grant" college. The act of December 23, 1864 merely provided for the creation of such a college under the provisions of the Morrill Act.[19] Nine days later, January 2, 1864, the second act was passed to the effect:

> That there is hereby established . . . a college for the benefit of agriculture and the mechanic arts, under the provisions of an act of Congress approved July 2, 1862 . . . . which shall bear the name and style of Washington College, and be located at or near the city of Vancouver, in the County of Clarke, Washington Territory.[20]

The government of the college, under this act was vested in a board of seven designated men, who were given power to select the site for the college and establish and administer it. The enterprise apparently went by default as no evidence can be discovered that the college was founded or that the law was repealed. No other act concerning a land-grant college was passed during the territorial period of Washington.

During the first session of the state legislature in 1890 steps were taken to utilize the grants which had been made by the Federal government for technical education—90,000 acres for an agricultural and mechanic arts college; 100,000 acres for a scientific school and certain funds for agricultural experiment station work. A commission on technical instruction was created consisting of three members appointed by the governor charged with the duty

> to further the application of the principal sciences to industrial pursuits, and in particular to collect information as to schemes of technical instruction adopted in other parts of the United States and in foreign countries, to hold farmers institutes at such times and places . . . as it may determine.[21]

The act also established the institution to be known as The Agricultural College, Experiment Station and School of Science, and authorized the commission to select the site, erect buildings, employ a staff and provide for its government. The chairman of the commission was to act as president of the institution.

In a document submitted to the governor December 17, 1890, the commission reported that it had been unable to agree on a location for the college. One member favored Yakima, one Colfax and one Spokane.[17a] The commission accomplished none of the purposes for which it had been created. Dean Condon, writing of the situation which followed, states:

> When the legislature met in 1891, being the second session, the College had not been located or organized yet. There was a great deal of bitterness in several parts of the state over the question of location of the Agricultural College, which resulted later in a suit against Andrew H. Smity, Treasurer, for the recovery of the money of the State College. The struggle and bitterness continued in the session of 1891. House bills 6, 78, 101, 127, 170, 210, and 270 were all subject to location. House bill 170 passed March 8, 1891.[17a]

The act of March 8, 1891, provided for the appointment of a board of three commissioners to succeed those of 1890,

> none of whom shall be from a county east of the Cascade Mountains. The commission was authorized to locate the college before July 1, 1891, in some county east of these mountains, provided that it 'shall not consider, receive or accept any bonus other than a tract of land not exceeding three hundred and twenty acres.'

The meaning of this last phrase is not clear. Other sections of the law do not assist in suggesting an interpretation. The code of 1891, which may be regarded as the charter of the college defined the purpose the institution and the mode of organization and financial support.[22] The commission selected Pullman as the site for the college. The institution opened to instruct students in January, 1892.

By action of the legislature in 1905 the name was changed to State College of Washington.[23] The revised code of public instruction of 1909 confirmed the location at Pullman and restated the purpose and organization.[24]

Financial Support.—The act of 1891 provided that the college be the recipient of the benefits of the Federal grants for technical education.[22] It was assumed by the college and the state treasurer that the act of 1891 included not only the funds from the Morrill Act and amendments, but also the grant of 100,000 acres for a scientific school provided by the enabling act. Dean Condon contended, in his analysis, that the 100,000 acres was not included and the college

had no right whatsoever to this grant.[17b] In order to remove all doubts regarding the disposition of moneys from these grants the legislature in 1917 assigned to the college the land for the scientific school and all funds and lands granted by the Morrill Acts and subsequent amendments thereto.[28]

In 1911 the tax levy for the college was 32½/100 of a mill.[9]

This was increased to 45/100 in 1917[10] and 67/100 in 1921.[11] The provisions for recommendations as to changes in 1925 rate by the Joint Board of Higher Curricula stated on page 174 for the university apply also to the college.

Function.—The act of 1890 described the purposes of the institution as including:[21]

> To train teachers of physical science.
>
> To establish a department for physical science and teach elementary mathematics, including elementary trigonometry, elementary mechanics and elementary land surveying.
>
> To establish a department of agriculture including physics with special applications to principles of agriculture; chemistry with special application to agriculture; morphology and physiology of plants with special reference to commonly grown plants and their fungus enemies; morphology and physiology of the lower forms of animal life with special reference to insect pests; morphology and physiology of the higher forms of animal life and in particular of the horse, cow, sheep and swine; agriculture with special reference to breeding and feeding of livestock and the best mode of cultivation of farm produce; mining and metallurgy.

The act of 1891 added to the detailed statement in the law of 1890 in the following manner:

> The Agricultural College, Experiment Station and School of Science created by this act shall be an institution of learning open to the children of all residents of the state, and such other persons as the Board of Regents may determine, such rules and regulations as may be prescribed by said Board of Regents; shall be non-sectarian in character, and devoted to practical instruction in agriculture, mechanic arts, natural sciences connected therewith, as well as a thorough course of instruction in all branches of learning upon agriculture and other industrial pursuits.[22]

In the code under which the institution now operates, both statements, 1890 and 1891, are retained. In addition to the general statement of purpose set forth in 1891 and the subjects of instruction specified in 1890, the legislature by act of 1917, defined the major lines of work which the college might maintain, exclusively, as being agriculture in all its branches and subdivisions, veterinary medicine, and economic science in its application to agriculture and rural life. The functions of no other institution in the group studied are defined in such

detail as the State College of Washington.[14] The major lines which both the college and the university may maintain are stated on page 154.

Government.—Under the provisions of the act of 1891, the college was to be governed by a board of regents consisting of five members holding office for six years[22] appointed by the governor by and with the advice and consent of the senate. There has been no change since then in the composition of the board or in tenure of office.

STATE NORMAL SCHOOLS

Establishment.—Upon the admission of Washington to the union in 1889 the Federal government granted to the state 100,000 acres of land for the establishment and maintenance of normal schools.[26] The legislature in its first session, 1899, passed enabling acts for two normal schools, one to be located at Ellensburg and one at Cheney. Although passed by the same legislature, for the same general purpose, the acts were dissimilar in character.

The governor, superintendent of public instruction and secretary of state were constituted a board of commissioners to select a site for the institution "in the city of Ellensburg, county of Kittitas, to be known as the Washington State Normal School," and the mayor and common council of this city were empowered to "deliver to the trustees the site selected, who may accept." The function, form of government and mode of financial support were described in detail in this act.[27] The institution was first opened to receive students September 7, 1891.[28]

The act creating the normal school at Cheney was conditioned upon the provision

> that the trustees of the Benjamin P. Cheney Academy shall, prior to the first of September, 1890, donate to the state the buildings and one block of ground constituting eight acres valued at not less than $20,000.[29]

The conditions were met and the institution was opened under the auspices of the state, October 13, 1890.[28]

Three years later, 1893, a third institution for the training of teachers, to be called the Washington State Normal School, was authorized by the legislature to be established in Whatcom county upon the condition that the citizens of the county donate to the state ten acres of land.[30] The land was donated, and in 1895 the legislature appropriated $40,000 for buildings.[31] In 1899 the school was opened.[28]

The towns of Whatcom and Fairhaven were consolidated in 1904 under the name of Bellingham, by which the normal school is now known.

The progress of the three normal schools, which now constitute a system of institutions for the training of teachers, has been uninterrupted throughout the years.

In 1917 a state normal school was authorized to be established at Centralia but it has not been opened as yet.

Financial Support.—During the first five years of their existence there is no record to indicate that the schools at Ellensburg or Cheney received state funds for support. The state superintendent of public instruction in 1890 directed the attention of the legislature to this condition:

> One of the greatest embarrassments of the hour is the absence of normal schools. While normal school training cannot make a successful teacher of one who is not adapted to the work, it is most potent in preparing those who are by nature adapted to it, for efficient work in the schoolroom. The legislature of 1889–90 enacted laws establishing two state normal schools—one at Ellensburg, the other at Cheney. No appropriation was made for either, and while ample provisions have been made by Congress for the support of one or more normal schools in this state in the granting of lands to the state for that purpose, no funds can be received from that source for some years yet to come. The school at Cheney was opened for the receipt of students on the 13th of October, 1890, but as no funds are available for the support of the school, it is presumed that it is either conducted as a private enterprise or is being supported by private contributions. Lands and buildings were donated to the State at Cheney . . . and a beautiful site has been donated by the City of Ellensburg upon which to erect a normal school as soon as funds are provided. If the people can afford to pay thousands upon thousands of dollars each year for the training of a state militia which will probably never be called into active service, can they not afford to pay a few thousand dollars for the establishment and maintenance of one or two normal schools for the training of teachers who will go into service at once? The law makers of the state must answer.[32]

The first direct appropriations by the state were made for these two schools in 1895, when the sum of $14,000 was set aside for each for the next biennial period.[32] Appropriations were first made for the support of Bellingham in 1889.

Under the mill tax act of 1911, the levy was 7/100 of a mill for Ellensburg, 9/100 for Cheney and 9/100 for Bellingham.[9] In 1917 the levy for the three schools respectively was fixed at 10⅘ of a hundred, 7 13/100 and 15⅕ of a hundred.[10] In 1921 it was changed to .12, .159 and .20.[11]

Function.—The enabling act of 1890 set forth the purpose of Ellensburg as "the training and education of teachers in the art of instruction and governing in the public schools of the state." The law specified that the trustees should decide at the annual meeting

what pupils might be admitted. County boards of education were authorized to conduct examinations to determine eligibility. In order to secure admission to the junior class the applicant if a male must be not less than seventeen years of age, or if a female not less than sixteen years of age, of good moral character and with the declared intention of teaching.[27]

The act for the Cheney Normal School declared the purpose to be:

> the instruction of persons, both male and female, in the art of teaching in the various branches that pertain to a good common school education; also to give instruction in the mechanical arts and in husbandry and in the fundamental laws of the United States, and in what regards the rights of citizens.[29]

The superintendent of public instruction called attention to the differences in purpose in 1892:

> Two normal schools were established by the first legislature in the state. . . . The laws creating these schools and providing for their management are entirely dissimilar and if uniform results are reached it will be in spite of these laws and not in accordance with them.[34]

The purpose of the school at Whatcom was defined in the terms used for Ellensburg. Responding to the suggestions of the superintendent of public instruction that steps be taken to devise a uniform policy for the normal schools a code was enacted for the general government of these schools in 1893. The statements of purpose were omitted and provision was made for a general normal school board authorized to prescribe two courses of instruction: One an elementary course of two years and the other an advanced course of not more than four years.[35] Subsequent legislation has been in accordance with this general plan.

In anticipation of the detailed discussion of provisions for coördinating normal school work, it will be illuminating to indicate at this point, that, although the normal schools of Washington have always been under separate boards, since 1893 authority to prescribe courses of study and standards has rested with a single board—from 1893 to 1897 in a general board of normal schools; from 1897 to 1909 in the state board of higher education and since 1909 in the state board of education.[9] The code of 1917, now in effect, requires the state board to prescribe courses within the following ranges.[36]

> Elementary course of one or two years.
> Advanced course of three or four years.
> Special advanced course of one year for graduates of colleges and universities.

Under the definition of function adopted by the legislature in 1917 for all the state educational institutions, the normal schools may occupy, exclusively, the field of training teachers for the elementary schools.[14]

Government.—Ellensburg was governed from 1890 to 1893, by a board of trustees consisting of three appointed members, and the governor and superintendent of public instruction ex officio.[27] During the same period Cheney was governed by a board of five appointed members none of whom were *ex officio*.[29] The superintendent of public instruction gave expression to the necessity of uniformity of government in 1892:

> I recommend the enactment of a general law governing both these schools, and such other normal schools as may be hereafter established, creating for each a local board of trustees to be entrusted with the management of its minor affairs; these local or special boards to jointly constitute a general board, to be entrusted with all matters pertaining to the general management or general policy of the several schools, and I would further suggest that the superintendent of public instruction be made secretary of the board, for the reasons which I will not attempt to discuss at this time.[34]

These suggestions were incorporated in the normal schools code of 1893 which provided that the schools then existing and such others as might be established "be under a board of three trustees to be konwn as the 'local board of trustees for the state normal school at . . .' at least two members shall be residents of the county in which the institution is located." The members were to hold office for three years and were appointed by the governor, by and with the consent of the senate.

The following powers were conferred upon the local boards:

1. Election of principals and teachers.
2. Providing libraries and janitor.
3. Adoption of text books.
4. Erection of buildings.
5. Auditing accounts and ordering bills paid.
6. Making necessary purchases.

A general board of normal schools under this code was to be composed of two members of each local board, the superintendent of public instruction acting as secretary. This board was empowered to:

1. Prescribe courses of study.
2. Devise a system of examinations for admissions and graduation.
3. Grant diplomas and revoke same for cause.[25]

The system of responsibility divided between local boards and a state board, initiated in 1893, has been continued in one form or another throughout the years.

Each normal school is now governed by a board of three members, appointed by the governor with the advice and consent of the senate, holding office for six years. The requirement that two of the three members be residents of the county in which the institution is located was dropped in 1909.

Summary

1. Has the scope and function of each institution been so defined or described throughout the years as to indicate its essential character as differentiated from the others?

The functions of the state educational institutions of Washington have been defined with greater precision than in either Alabama or Oregon. In spite of this until 1917, when the legislature specified the major lines of work which each institution might pursue, there had been continual disputes of the most acute nature between the university and the state college regarding the legitimate functions of the two institutions.

The law of 1917 creating the joint board of higher curricula enumerates the lines of work which each institution may maintain exclusively as well as those which may be maintained by both.

2. What factors operated in the selection of sites for the institutions?

Seattle was chosen as the site for the university because it was the center of population and because of the willingness of citizens of the community to donate property for the purpose.

The feeling that the eastern part of the state should have a state educational institution doubtless led to the passage of the law that the commission should locate the college east of the Cascade Mountains. The selection of Pullman has since proved to be of questionable merit, since the university of Idaho, at Moscow, is only a few miles distant. Both are in sparsely populated areas isolated from other sections of Washington and Idaho by the mountains which hem in "the inland empire." If, from this territory, a new state were formed comprising a natural division, then Pullman would be an admirable site.

The enormous width of the state of Washington, the natural division into "east" and "west," the commercial and political rivalry between the two sections together with the location of the institutions at either extreme tend to accentuate the apparent necessity for two complete institutions.

The location of the normal schools in Washington, as in other states, was conditioned upon the willingness of local communities to provide building sites. In spite of this the natural districts which each may serve are equitably divided.

3. In the determination of the form of government for each institution is there evidence to indicate that consideration was given to the possibility of creating by degrees, a system of higher education composed of schools anl colleges having organized relations to one another?

By its reference to a "branch," the first university law bears evidence of the intention of the people to build a unified system of higher education. There is no other evidence of this intention in the years which followed except in the case of the normal schools.

Before any of the normal schools were well under way the state superintendent proposed that all matters of policy be under the control of a single board. The suggestion was adopted in 1893. Since that time, to all intents and purposes, Washington has had a system of normal schools.

II. Analysis of Legislation Relating to the Institutions

1. Are the provisions in the constitution similar for all the state institutions for higher education?

The meaning of the constitutional provisions for the state institutions has occasioned much discussion in Washington. President E. A. Bryan held in 1916 that the state college is included in the designation, technical school, implying that this institution had a certain constitutional status not made for the university.[16] Dean J. T. Condon reached the conclusion that the term technical school could not apply to the state college, citing a case which had been decided by the supreme court:

> The supreme court of this state, in a case decided on March 16, 1916, in reference to fees charged in the university, held that the university was not included in Article IX because it was not a 'school,' as that term is used in that section of the constitution, and adopts a definition of a school that it is 'an institution of learning of a lower grade, below a college or a university.'[17]

Article VIII clearly implies that the state institutions established during the territorial period in existence at the time of the adoption of the constitution shall be confirmed and perpetuated and that they are to have the same status as those established by law after the adoption of the constitution.

> Educational, reformatory and penal institutions . . . shall be fostered and supported by the state subject to such regulations as may be provided by law. The regents, trustees, or commissioners of such institutions existing at the time of the adoption of this constitution and of such as shall be hereafter established, shall be appointed by the governor, by and with the advice and consent of the senate.[89]

Although neither the university nor the agricultural college is specifically mentioned in the constitution, the conclusion is reached that both have the same constitutional status as the normal schools, which are included as part of the educational system. The status of all must be regarded as identical.

2. Are the institutional boards of control similar in composition and in the powers granted to them?

With reference to the composition of the boards the university board has seven members; the state college five, and the normal schools, three each. The tenure of membership in all is identical—six years. The members all are appointed by the governor with the advice and consent of the senate. There are no *ex officio* members except the governor who is a member of the state college board but cannot vote or hold office therein. The only difference in the composition of the boards is size.

Regarding the powers conferred upon the boards it should be observed that each must operate under a number of rather unusual limitations as to entrance requirements, curricula, courses of instruction and fees. These are stated in full in notes 3, 4, 5, and 6 on page 147.

The same inconsistencies as to power over property, employees and other items, characteristic of Alabama and Oregon are also found in Washington.

3. Do the differences in constitutional and statutory provisions give some institutions potential advantages over others?

The chief difference is in the size of the boards. With the tendency, however, for normal school boards to operate in concert, the disparity

CONSTITUTIONAL PROVISIONS FOR STATE INSTITUTIONS

	University[40]	State College[41]	State Normal Schools[42]
1. Does constitution mention institutions?	no	no	yes
2. Does constitution describe State system as including?	no	open question Note 1	yes
3. Does constitution provide for institutions:			
a) location	no	no	no
b) confirm location	no	no	no
c) mode of appointing governing board	Gov. Sen.*	Gov. Sen.	Gov. Sen.
d) composition of board	no	no	no
e) tenure board members	no	no	no
f) remuneration board members	no	no	no
g) institutional function	no	no	no
h) mode financial support	no	no	no
4. Does constitution authorize legislature to:			
a) establish	yes	yes	yes
b) constitute governing board and determine powers	no	no	no
c) describe functions of institutions	no	no	no
d) plan financial support	no	no	no

* Appointed by the governor with the advice and consent of the senate.

Note 1.—The public school system is described as including common schools and such high schools normal schools and technical schools as may hereafter be established. Opinions differ as to whether the State College is a technical school in the sense here used.

NAME, MODE OF APPOINTMENT, TENURE AND REMUNERATION OF BOARDS OF CONTROL OF STATE INSTITUTIONS

	University	State College	Normal Schools
1. Name of board	Board of Regents	Board of Regents	Board of Trustees of the..... normal school
2. Mode of appointment of board members	Gov. Sen*	Gov. Sen.*	Gov. Sen.*
3. District or other restrictions	none	none	none
4. Number of appointed members	7	5	3
5. Ex-officio members	none	Gov. Note 1	none
6. Tenure in years	6	6 two retire each year	6
7. Remuneration	actual expenses	actual expenses	actual expenses

* Appointed by the governor with the advice and consent of the senate.

Note 1.—The Governor is an ex-officio member but is not entitled to vote, nor is he eligible to hold office in the board.

Powers and Duties of Boards of Control of Institutions as Defined by Statute

	University	State College	Normal Schools
1. General control vested in board	yes	Note 1 yes	Note 2 yes
2. Power to enact by-laws rules and regulations	yes	yes	yes
3. Power over property:			
a) accept grants, bequests	yes	yes	n.m.
b) invest and dispose of grants and bequests	yes	n.m.	n.m.
c) condemn property	n.m.	yes	n.m.
d) improve property	yes	yes	yes
e) purchase property	yes	yes	n.m.
f) enter into contracts	yes	yes	n.m.
4. Power to employ:			
a) president, teachers, etc	yes	n.m.	yes
b) determine terms of office	yes	n.m.	yes
c) fix salaries	yes	n.m.	yes
d) dismiss employees	yes	n.m.	yes
5. Power to determine entrance requirements:	Note 3	Note 4	Note 5
a) moral qualifications	n.m.	n.m.	n.m.
b) educational qualifications	yes	yes	yes
c) general conditions of entrance	yes	yes	yes
d) entrance requirements stated in law	yes	yes	yes
6. Power to prescribe course of study:	Note 6	Note 6	Note 6
a) prescribe courses	yes	n.m.	no
b) add departments of instruction	yes	n.m.	n.m.
c) prescribe text books	n.m.	n.m.	yes
7. Power to confer degrees:			
a) diplomas and degrees to students	yes	yes	yes, diplomas
b) honorary degrees to others	yes	yes	n.m.
8. Power over fees:			
a) set fees	yes	yes	yes
b) set tuition	specified by law	specified by law	except for extension work
9. Limitations to powers	not exceed appropriations	not exceed appropriations	not exceed appropriation

Note 1.—Board is given blanket powers. "Said regents shall have right and cause all things to be done necessary to carry out the provisions of this charter." S. 4566.

Note 2.—Board is given blanket powers. "To do other things not frobidden by law as may become necessary for the good of the school." S. 4576.

Note 3.—Three items in the present code relate to entrance to the university. Item 1. The state board of education shall have power to approve preparatory requirements to the university, the state college and the normal schools. Item 2. Requirements for entrance to the university, state college and the normal schools shall not be less than graduation from a four-year accredited high school, except for persons twenty-one years of age or over and for students in the elementary science departments. Item 3. No student shall be admitted to the university of Washington who shall have less than graduation from a four-year accredited high school except persons twenty-one years of age or over and students registered in the extension work, short courses and the summer session. No student shall be admitted except upon examination satisfactory to the university and other educational institutions whose courses of study meet the approval of said university.

Note 4.—Three items in the present code relate to the entrance requirements to the state college: Items 1 and 2 see 1, 2, and Note 3. Item 3. No student shall be admitted except upon examination satisfactory to said college; students shall be admitted without examination upon presentation of certificates from those public high schools and other educational institutions whose courses of study shall have been approved by faculty of the state college and accredited by the state board of education: Provided the faculty shall have power to specify the preparatory requirements for admission to any department or college in the said college.

Note 5.—Two items in the present code relate to the entrance requirements to the state normal schools: Item 1, see item 1. Item 2. No person shall be admitted to any state normal school as a student who has not attained the age of 16 if a male, or 15 if a female, nor until by an entrance examination he or she shall have established the fact that he or she is qualified to enter some of the grades or courses provided for in the course of study.

Note 6.—Subject to the following limitations: Major lines of work specified in the law, see page 152; the rulings of the joint board of higher curricula; the approval of the state board of education of courses for the training of teachers.

in the size of these boards is somewhat offset. The effect of variation in size is not certain, and in the absence of organized experience and observation, any conclusion as to the advantages or disadvantages of either the large or small boards a judgment here would be pure speculation.

4. Are the differences in legislation apparently due to the operation of some principle or to haphazard formulation or some other factor of this character?

As in the other states, differences in legislation affecting the Washington institutions are not due to the application of any clearly defined principle. They bear evidences of haphazard formulation.

III. Relations Among Institutions

Section 1. Important Issues Among Institutions as Definition of Scope and Curricula

1. What provisions had been made prior to the creation of the joint board of higher curricula for determining the functions of each institution in relation to the others or to the needs of the state?

The provisions which Washington has made from time to time for determining the functions of the teacher training institutions are described on page 143.

In creating the state board of higher education in 1897, it is evident that the legislature intended this board to serve as an articulating and coördinating agency for the entire educational system:

> The Board of Higher Education shall consist of the State Board of Education together with the President of University of Washington, the President of the State Agricultural College and School of Science and the Presidents of the State Normal Schools.
>
> The Board of Higher Education shall have the power, and it shall be their duty, to adopt courses of study for the normal schools, and for the preparatory requirements for entrance to the University of Washington and to the Agricultural College. The Board shall arrange such courses and adopt and enforce such regulations as will place the state institutions in harmonious relations with the common schools and with each other and unify the work of the public school system.[43]

A review of the minutes of this board from 1901 to 1909 reveals that its work was confined to devising plans for the accreditation of high schools and accrediting them, and to adopting courses of study for the normal schools. During this period no official action of any sort was taken looking toward discharging the larger responsibilities indicated in the phrase,

> to adopt and enforce such rules and regulations as will place the state institutions in harmonious relations with the common schools and with each other and unify the work of the public school system.

In 1909, the state board of education succeeded to and has since possessed all the powers of the board of higher education. It has taken no official action looking toward the discharge of its general responsibilities as a coördinating agency.[45]

Thus, since 1917, when the joint board of higher curricula was established, Washington has had, in reality, two boards authorized to deal with problems of coördination.

2. What were the important issues as to policies, functions or curricula prior to 1917, when the joint board of higher curricula was established?

The acute issues in Washington, prior to 1917 were between the university and the state college. In general, the difficulties were due to the sincere belief of the college that the legislature intended that the institution should interpret broadly the several state and Federal acts relating to agricultural and mechanic arts education, and the equally sincere belief of the university that the legislation intended that this institution should include in its program many phases of technical education.

Ex-president Bryan, of the state college, in his brief submitted in 1916, after reciting the various acts affecting the college, summarizes the point of view of this institution as follows:

1. The special federal and state appropriations were for a college and not for any other type of institution, such as a technical institute.

2. The "leading object" was to teach agriculture and mechanics arts, not agriculture and the mechanics arts exclusive.

3. Other scientific and classical studies were not to be excluded. The phrase "classical education"—as used in the Morrill act—was not intended to mean Latin and Greek, but was used in the broader sense conveyed by such phrases as "classical literature," "classical music" and "classical architecture."

4. The general purpose of the legislation was to promote the education of the industrial classes. This was in contrast with the education of the professional classes which had hitherto been the chief purpose of colleges.

5. The education of the industrial classes was to be "both liberal" and "practical." Practical higher education, or anything of the utilitarian type, had been considered injurious up to the passage of the Morrill act.

6. The education of the industrial classes was to be in the several pursuits and professions of life. "No single class of occupations entered into the conception of the original plan.

7. Agriculture and the mechanic arts were coördinate terms.

8. Nowhere in the law does the term college appear.

Dr. Bryan held, also, that such phrases as:

The industrial classes.
The several pursuits and professions of life.
Liberal and practical education.
Application of technical instruction to industrial pursuits, and
The commission of technical instruction,[16]

are significant and that the schedule of branches which the institution should offer could be interpreted only in the light of these.

His general conclusions—from which the university heartily dissented—were as follows:

It would, therefore, appear indisputable that, so far as the legislation is able to determine, the matter of segregation of the functions of the two higher educational institutions of the state has already been done, and that a uniform and consistent policy has been maintained for twenty-five years. No candid person can for a moment doubt the facts in the case. If the existing body of law is not sufficient, then no law could be sufficient for the purpose of segregation. The fact is, that civil, mechanical, electrical, and mining engineering, forestry, domestic economy, and kindred technical and industrial subjects which have from time to time been introduced into the curriculum of the university are without warrant of law and against a plainly declared policy of state. The policy declared upon our entrance into statehood and reiterated time and again by the legislature divided the field of higher education into two parts:

To the university is assigned the field of the liberal arts and the professional schools.

To the State College is assigned the entire field of technical and industrial higher education.[16]

The extent to which each institution was offering similar types of instruction will be noted from the following table:

DUPLICATION IN COURSES OFFERED DURING THE SECOND SEMESTER 1914–1915

Courses	College No. courses offered	University No. courses offered
Liberal arts (Note 1)	78	131
Science (Note 2)	47	78
Engineering:		
Civil	9	27
Electrical	9	15
Mechanical	12	23
Mining	7	13
Forestry	8	14
Pharmacy	6	12
Education	5	22
Veterinary science	13	.....
Home economics	10	14
Architecture	8	4
Agriculture	3	.....
Horticulture	12	.....
Music	16	21
Journalism	.....	12
Law	.....	30
Fine arts (Note 3)	10	5
Mechanical arts	18	.....
Elementary Science (Note 4)	76	.....

Note 1.—Includes English, foreign languages, history, economics, etc.
Note 2.—Includes chemistry, geology, mathematics, zoology, etc.
Note 3.—Includes drawing, expression, public speaking, etc.
Note 4.—Science courses of sub-collegiate grade.

The differences between the university and the state college had become so acute by 1915 that the legislature ordered the appointment of a commission to make a comprehensive survey of the entire education system giving special attention to the functions of the higher educational institutions.

> There is hereby created a commission consisting of six members to be known as The Commission of Educational Survey of Washington, and it shall be the duty of such commission to make a comprehensive survey of the organization and work of the University of Washington, the State College of Washington, and the State Normal Schools at Ellensburg, Cheney, and Bellingham, and a general survey of the public schools of the state . . . and to determine more definitely the purpose, sphere, and functions of the University, the State College, and the State Normal Schools, and the lines which each should be encouraged to develop for the better service of the state.
>
> On the completion of the survey, or on or before April 30, 1916, said commission shall file with the governor a report of its findings and recommendations which report shall be published for general distribution and shall contain such recommendations to the legislature regarding the enactment or amendments of the statutes relating to the several institutions as may be found desirable, including any necessary changes in the distribution of the millage tax for the support of such institutions and such additional appropriations as the commission may deem admirable.[46]

The commission arranged with the United States Bureau of Education to conduct the survey. The experts appointed by the bureau, after spending several months conducting the investigations, submitted their findings to the commission together with a series of recommendations as to the major types of work which each institution should develop. The commission, in turn, considered the facts and proposals of the survey experts and submitted to the governor its own recommendations—in some cases at variance with those of the bureau. The legislature in 1917 determined by statute the major lines of work which each institution might develop, and established the joint board of higher curricula endowing it with power to authorize additional major lines of instruction in the several institutions.

The recommendations submitted by the bureau and the survey commission as to major lines of work each institution should carry on together with the action of legislature are stated in the three parallel columns below.

3. What major lines of work are now duplicated in the institutions?

The major lines of work now offered by each of the institutions are set forth in the tabular statement accompanying this section.

The normal schools occupy exclusively the field of preparing teachers for the elementary schools. All the institutions are engaged in the preparation of special teachers. (For detailed list see tabular statement).

Bureau of Education Recommendations[15b]	Survey Commission Recommendations[15b]	Legislative Action[14]
Exclusive major lines of University Law Architecture Forestry Commerce Journalism Pharmacy Marine engineering Fisheries Medicine, when developed, Training high school teachers, school supervisors and administrators Graduate work in liberal arts and pure sciences Graduate work in engineering Chemical engineering	*Exclusive major lines of University* Law Architecture Forestry Commerce Journalism Library economy Chemical engineering Graduate work in liberal arts and pure sciences Graduate work in engineering	*Exclusive major lines of University* Law Architecture Forestry Commerce Journalism Library economy Marine and aeronautical engineering Fisheries Medicine when developed
Exlusive major lines of State College Agriculture Veterinary medicine Training high school teachers of agriculture, home economics and mechanic arts Economic science in its application to rural life	*Exclusive major lines of College* Agriculture Veterinary medicine Training high school teachers of agriculture, home economics and mechanic arts Economic science in its application to rural life	*Exclusive major lines of College* Agriculture Veterinary medicine Economic science in its application to rural life.
Major lines of both University and College Liberal arts (undergraduate) Home economics Civil engineering Mechanical engineering Electrical engineering No decision on mining engineering; referred to expert commission	*Major lines of both University and College* Liberal arts (undergraduate) Pharmacy Home economics Mining engineering Civil engineering Electrical engineering Mechanical engineering Chemical engineering Training of high school teachers, school supervisors and administrators	*Major lines of both University and College* Liberal arts Pure science Pharmacy Mining engineering Civil engineering Electrical engineering Mechanical engineering Chemical engineering Home economics Training of high school teachers, school supervisors and administrators
Exclusive major lines of Normal Schools Training teachers for the elementary schools Extension work for elementary teachers in service	*Exclusive major lines of Normal Schools* Training teachers for the elementary schools Extension work for elementary teachers in service	*Exclusive major lines of Normal Schools* Training teachers for the elementary schools Extension work for teachers in service
		General Legislation When a course is authorized as a *major line*, it shall carry with it the right to offer *graduate work* in such major lines

The law defines the term major line as follows:

> The term 'major line' means development of work or courses in certain subjects to their fullest extent, leading to a degree or degrees in that subject.[14]

Duplication of major lines is authorized by law in the university and the state college in liberal arts, pure science, pharmacy, mining, civil, electrical, mechanical and chemical engineering, home economics, and in the training of high school teachers, school supervisors, and school administrators. That both the institutions have taken advantage of developing instruction in all of these fields is evident from the facts set forth. In those instances where duplication is not authorized in the law and has not been approved by the board it will be noted that the college maintains instruction in industrial journalism, forestry, architecture, and commerce. As no degree is offered in these fields, they do not fall under the technical definition of major lines.

The normal schools, though limited by statute to the training of teachers for the elementary schools including the ninth grade when part of an elementary school, maintain a number of departments which have but remote connection with this undertaking. The direction in which the normal schools seem to be tending will be partially revealed from the list of these departments.

Ellensburg.—Agriculture, art, athletics, biological science, business education, chemistry, home economics, economics, education, English, French, geography, German, health, history, kindergarten, Latin, library methods, manual training, methods, music, philosophy, physical education, physics, psychology, sociology, Spanish, teaching and zoology.[47]

Cheney.—(1) Education including psychology, sociology, administration, tests and measurements; (2) language and literature including literature, English, journalism and dramatics; (3) science and mathematics including chemistry, physics, arithmetic, algebra, trigonometry and geography, zoology, biology and botany; (4) social science including sociology, economics, history, commerce and library; (5) applied science and arts including music, dramatics, public speaking, home economics, manual arts, fine arts and design.[48]

Bellingham.—Agriculture, art and handcraft, biology, business administration, chemistry, education, English, expression, French, German, Latin, Spanish, geography, history and social science, home economics, industrial arts, library, mathematics, music, nature study, penmanship and physical education.[49]

Summary.—There are apparently no unauthorized duplications of major lines of instruction in the higher educational institutions of Washington.

MAJOR LINES OF WORK OF THE WASHINGTON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA

State University[50]	State College[51]	Normal Schools[47, 48, 49]
Liberal Arts	*Liberal Arts*	*Liberal Arts*
College of Liberal Arts Degree: B.A. 4 yrs. Courses in practically all the departments of the university College of Science Degree: B.S. 4 yrs. Pre-medical curricula: Two-year preparatory Four-year preparatory Three-year nurses' course Four-year curricula in home economics Six-year combined curricula in science and law Five-year combined curricula in science and library science	College of Sciences and Arts Degree: B.S. or B.A. 4 yrs. Courses in seven specified fields, but other fields not excluded Differentiated 4 yr. curricula as follows: Chemistry Chemical engineering Agricultural chemistry Economic Science and history Business administration Secretarial work Accounting and commercial Teacher training Rural organization and leadership Industrial journalism German French and Spanish Zoology Economic biology Entomology General course Differentiated two-year curricula as follows: Pre-medical Pre-nursing Secretarial	For Departments of instruction see text
Education	*Education*	*Education*
College of Education Degree: B. of Ed. 4 yrs. or B.A. with education as major Purposes—To train: High school teachers High school principals Superintendents of schools Grammar school principals Supervisors of primary schools Supervisors and teachers of music, drawing, manual and industrial arts, home economics and physical training Normal school instructors Specialists in other lines	School of Education Degree: B.A. 4 yrs. Differentiated four-year curricula as follows: General high school teachers Principals, supervisors, and superintendents Manual arts Agricultural education (Other special lines including commerce and home economics included in this department)	Ellensburg Normal: One-year course for elementary teachers Two-year course with specialization for kindergarten, primary, grammar grade and rural schools Three-year course for elementary school supervision and teaching home economics, manual training, physical education, art and music.

MAJOR LINES OF WORK OF THE WASHINGTON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA—(*Continued*)

State University[50]	State College[51]	Normal Schools [47, 48, 49]
Education	*Education*	*Education*
		Cheney Normal:
		One-year course for elementary teachers
		Two-year course with specialization for primary, intermediate, grammar, rural, home economics and manual arts
		Three-year course built upon the two-year course program arranged in conference with department heads
		Four-year course built upon the two-year course; program arranged in conference with department heads
		Bellingham Normal:
		All courses built upon plan of majors and minors
		Two-year course, minors in primary, intermediate, grammar, rural, art and handcraft, business, home economics, physical education, French and Spanish
		Four-year majors in primary, intermediate and grammar grade supervision, rural teaching and art, business, home economics, industrial arts, music, hygiene and physical education.
		(For all departments of instruction in the Normal Schools see text)

MAJOR LINES OF WORK OF THE WASHINGTON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA—(*Continued*)

State University[50]	State College[51]	Normal Schools[47, 48, 49]
Commerce College of Business Administration Degree: Bach. of Bus. Adm. 4 yrs. Differentiated curricula: Accounting Business finance Employment management Marketing and sales Retail store selling Advertising Transportation Maritime commerce Foreign trade Insurance Secretarial work Commercial teaching	*Commerce* (See College of Science and Arts) In this college a number of commercial curricula reoffered under department of Economic Science and History	*Commerce*
Library Library School Degree: B.S. or B.A. or Bach. of Lib. Combined technical and liberal curriculum	*Library*	
Journalism School of Journalism Degree: B.A. 4 yrs. Combined technical and liberal curriculum	*Journalism* (See College of Sciences and Arts) Industrial journalism: Series of technical courses in journalism	*Journalism*
Forestry College of Forestry Degree: B.S. 4 yrs. Differentiated curricula: Forestry management Logging engineering Forest products Business lumbering	*Forestry* Department of Forestry in the College of Agriculture Degree: Fourteen courses listed	*Forestry*

MAJOR LINES OF WORK OF THE WASHINGTON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA—(*Continued*)

State University[50]	State College[51]	Normal Schools[47, 48, 49]
Mining College of Mines Degree: B.S. 4 yrs. Differentiated curricula: Mining engineering Geology and mining Metallurgical engineering Coal mining Ceramics	*Mining* School of Mines and Geology Degree: B.S. 4 yrs. Differentiated curricula: Geology Mining and metallurgy Mining Metallurgy	*Mining*
Engineering College of Engineering Degree: B.S. 4 yrs. Differentiated curricula: Chemical engineering Civil engineering Electrical engineering Mechanical engineering Student has option between the four or five year course in each engineering line	*Engineering* College of Mechanic Arts and Engineering Degree: B.S. 4 yrs. B.A. when major is architecture Differentiated curricula: Architecture Civil engineering Management engineering Highway engineering Mechanical engineering Automobile engineering Electrical engineering Hydro-electrical Engineering Physics	*Engineering*
Pharmacy College of Pharmacy Differentiated curricula: Two-year graduate in pharmacy Three-year pharmaceutical chemist Four-year B.S. in pharmacy: with differentiations for seven fields	*Pharmacy* College of Pharmacy Differentiated curricula: Two-year graduate in pharmacy Three-year pharmaceutical chemist Four-year B.S. in pharmacy	*Pharmacy*
Fine Arts College of Fine Arts Degree: B.A. in Music Bach. of Music Bach. of Fine Arts Differentiated curricula: Music Architecture Public school drawing Dramatic art	*Fine Arts* School of Music and Applied Design Degree: Differentiated curricula: Instrumental music Voice Music supervision Art and design Oral expression (For work in architecture see engineering)	

MAJOR LINES OF WORK OF THE WASHINGTON INSTITUTIONS WITH SPECIAL REFERENCE TO DUPLICATION OF CURRICULA—(*Concluded*)

State University[50]	State College[51]	Normal Schools[47, 48, 49]
Fisheries College of Fisheries Degree: B.S. 4 yrs. Differentiated courses Fish culture Fisheries technology	*Fisheries*	*Fisheries*
Law School of Law Degree: Bach. of Law, 4 yrs. Combined six-year course in technical and liberal	*Law*	*Law*
	Agriculture College of Agriculture Degree: B.S. 4 yrs. Differentiated curricula in 10 fields	*Agriculture*
Home Economics (See College of Science) Differentiated curriculum in home economics	*Home Economics* College of Home Economics Degree: B.S. or B.A. 4 yrs. Differentiated curricula: Teacher Training Home administration Institutional management	
Veterinary Science	*Veterinary Science* College of Veterinary Science Degree: B.S. or D.V.M. Professional curriculum	
Elementary Science	*Elementary Science* Department of Elementary Science Sub-collegiate courses in agriculture, horticulture, mechanic and industrial arts, commerce and domestic science	

Section 2. Relations Among the State Institutions in the Professional Preparation of Teachers and Educational Leaders

The state institutions in Washington engaged in the preparation of teachers and educational leaders are the state normal schools, the college of education of the university and the school of education of the state college. The work of these institutions in the training of teachers has been stated in section 1.

1. Have provisions been made for some means of determining the functions of each teacher training agency in relation to the others and to the total needs of the state?

A general board of normal school trustees existed from 1893 to 1897. It was composed of two members from each of the local normal school boards, and was empowered to prescribe courses of study for the normal schools, to devise systems of examination for entrance and graduation, and to grant diplomas. The board of higher education, which succeeded this general normal school board, had one definite responsibility affecting these schools—that of prescribing the courses of study. The duty of adopting rules and regulations in order to place the institutions in "harmonious relations with each other and with the common schools" applied with the same force to the normal schools as to the university or the college. By far the greater portion of the attention of the board was given to the accreditation of high schools. A review of the minutes of this board from the period 1901 to 1909 reveals that its work was confined largely to devising plans for accrediting high schools and to adopting courses of study for the normal schools.

Through the entire eight years in which there were thirteen meetings but two discussions about normal school courses are recorded. The board was abolished in 1909.

The law of 1909, still in effect, was designed to unify the work in the training of teachers in the normal schools as well as the other institutions. Under this law the state board of education was authorized to:

> Approve courses for the state normal schools, for the departments of education of the University of Washington and the State College of Washington, and for all the normal training departments of the higher institutions within the state of Washington which may be accredited and whose graduates may be entitled to receive teachers' life diplomas or professional certificates.[45]

The state board was also given the same duty of arranging courses and adopting and enforcing rules looking toward placing the institutions in harmonious relations with each other and with the public schools held previously by the board of higher education.

As a further means of unifying the efforts of the normal schools the law of 1909 provided for an annual conference of principals:

> It shall be the duty of the Principals of the several normal schools to meet once annually to consult with each other relative to the matters concerning their school work, and to discuss methods of teaching and plans of management.[45]

The minutes of the annual conferences are not available. It has been reported that the bonds between the schools have been strengthened and that a cordial feeling of coöperation and mutual understanding had been developed as a result of the meetings. The topics for discussions have included the organization and control of the institutions, the monetary needs and the enrollment and classification of students. No working relations of importance have as yet developed except those which relate to obtaining and expending funds. It is difficult to understand how the normal school presidents could discuss methods of teaching with any great profit to the schools. The Minnesota plan of annual conferences for the members of faculties has accomplished the results toward which the Washington law seems to be directed.

Under the law of 1917, now in effect, the boards of trustees of the normal schools must also hold an annual meeting:

> The several boards of normal school trustees shall hold one annual meeting each year, at a time and place agreed upon by the several boards, for the purpose of discussing normal school policies, and to agree upon the best means for general betterments. The presidents of the several normal schools shall attend this annual meeting and make such reports and offer such suggestions as will enable the trustees to determine the greatest needs of the institutions.[52]

The minutes of the joint meetings of the normal school trustees are not available. It is reported that the discussions have related largely to obtaining funds for the schools and to expanding their functions.

To summarize: A variety of provisions has been made in Washington looking toward a unified policy in the training of teachers: Authorization of the state board of education to approve all teacher training courses and to draft and enforce regulations placing the institutions in harmony with each other and the public schools; provision for an annual meeting of the presidents of the normal schools; provisions for a joint annual meeting of the several normal school boards and the presidents; and allocation, by law, of the major lines of teacher training which each institution may pursue. Washington has made no provision for determining the total needs of the state for trained teachers or educational leaders.

2. What form of relationship, if any, exists among the institutions?

Each institution has independent statutory existence for general management and control. There are two statutory conference meetings: one the annual conference of presidents of normal schools; and the other the annual conference of boards of trustees. These bodies posses only advisory powers.

3. To what extent do the institutions coöperate in promoting improved legislation for the organization and support of the schools, for the welfare of children, and for the advancement of the teaching profession?

The teacher training institutions have joined in supporting the movement for a code of public instruction. Senate Joint Resolution Number 1, passed March, 1920, directed toward a complete reorganization and readjustment of the common school laws, was endorsed and actively promoted by the institutions.

4. Do the institutions unite in maintaining joint projects?

No joint projects are maintained.

5. What, if any, are the points of difficulty among the institutions?

In so far as the training of teachers is concerned there are no acute points of difficulty among the normal schools nor between the university and the agricultural college. The apparent tendency of the normal schools to look forward to the training of high school teachers has occasioned much concern at the university and the state college. These institutions maintain that they can supply the state with a sufficient number of well trained teachers for the secondary schools; and that if the normal schools enter this field that they will be likely to neglect the training of elementary school teachers. The uncertainty of the status of the graduates of the three year normal school course who may wish to enter the university or the college has occasioned some uneasiness and criticism among the normal schools.

Summary.—The problems in the coördination of teacher training activities in Washington include discovering the needs of the state for trained teachers and educational leaders and developing working relationships among the institutions engaged in the task, particularly among the members of the respective faculties. There is no possibility of duplication of functions, beyond those already existing, unless the laws are ignored or amended.

STATUTORY AND WORKING RELATIONSHIPS AMONG AGENCIES ENGAGED IN THE PROFESSIONAL PREPARATION OF TEACHERS AND EDUCATIONAL LEADERS

	(1) State University	(2) State College	(3) State Normal Schools
1. Form of relationsip:			
a) statutory	none	none	yes, among 3 Conference trustee
b) organized council, but not statutory	none	none	.....
c) occasional conference not organized or recurring with regularity	none	none	.....
2. Extent of coöperation:			
a) in planning curricula for teacher training institutions	none	none	yes, among 3
b) in determining content of teacher training courses	none	none	yes, among 3
c) in determining professional qualifications for instructors	none	none	yes, among 3
d) in promoting improved legislation for the:			
(1) organization and support of the schools	yes	yes	yes
(2) welfare of children	yes	yes	yes
(3) advancement of the teaching profession	yes	yes	yes
e) joint projects of any kind	none	none	none

SECTION 3. RELATIONS AMONG EXTENSION DIVISIONS

1. What institutions maintain extension divisions?

Extension divisions are maintained by the university, the state college, and each of the state normal schools.

2. What provisions have been made for coöperation among the extension divisions?

No such provisions have been made except the plan for districting the state for the extension work of the normal schools (see question 5).

3. What activities are carried on by each of the extension divisions?

The extension division of the University of Washington offers correspondence instruction in a number of fields including astronomy and navigation, botany, classical languages, literature, economics, business administration, education, forestry, geology, history, home economics, philosophy, physics, political science, psychology, French, Spanish, Italian, sociology, and zoology.

A class instruction center is maintained continuously in Seattle and in other cities as occasion arises. The division also engages in various types of community service.

The extension service of the state college is organized under two main divisions: Agricultural extension in coöperation with the United States Department of Agriculture, and, general college extension.

The first division includes the work subsidized under the Smith-Lever Act: County agricultural agents, home demonstration agents, boys' and girls' club work, short courses, service by experts, and correspondence courses in most of the fields represented by the main divisions of the agricultural college.

The second division includes: distribution of visual instructional materials, correspondence courses, extension center courses, and special lectures and entertainments. Correspondence courses are offered during the current year in history, government, education, literature, mathematics, and psychology.

The extension service of the normal schools has been developed under the extension act of 1917:

> In order to assist teachers who are now in service and candidates for certificates to meet the new requirements in education without undue hardship, each normal school shall establish and maintain an extension division.
>
> The work shall be planned and maintained to supplement the previous training of teachers in service and the subject matter studied shall comprise the usual subjects included in the normal school curriculum.
>
> In order to prevent overlapping the state board of education shall district the state making a definite assignment to each institution. The head of the school shall coöperate with superintendents of schools. . . .
>
> At the close of each year a report of the work shall be made jointly by the extension department and the county superintendent and filed with the normal school and the Superintendent of Public Instruction.[52a]

The range of activities of the Ellensburg Normal School includes assistance to the public schools of its district by means of extension center and correspondence courses, distribution of packet libraries, providing entertainments in music and dramatic art, supervising experiments and providing the services of members of the faculty in promoting kindergartens, physical education, tests and measurements, the project method and the like.

The extension work of the Cheney Normal is of the same general character as that offered by Ellensburg.

The Bellingham Normal School, in addition to serving the teaching personnel of its district through the types of service enumerated above attempts to extend its work so as to include adults other than teachers, as indicated from the phrase "but in no small degree to bring those other than teachers who have little or no opportunity for education into the best field of service of which they are capable."

It is difficult to comprehend how such an undertaking may be legitimately carried on in view of the limitations placed upon the extension work of the normal schools under the act of 1917.

4. What amount of extension credit is allowed toward a diploma or degree?

The university has announced no general regulations as to the amount of extension credit which may apply toward the several degrees offered by the institution.

There is no general rule in the state college governing the amount of extension credit which a student may offer toward an undergraduate degree. One half of the credit required for the master's degree may be taken in extension courses.

The state board of education has adopted the rule that not more than one-fourth of any normal school course, leading to certificate, may be taken in the extension divisions.

5. What working agreements have been entered into by the extension divisions.

There are no working agreements between the extension divisions of the university and the college. The state board of education has defined by regulation the areas which each normal school may serve and has passed a general rule limiting the amount of extension credit which may be applied toward completion of the courses.

Summary.—Each extension division carries on its work with no reference to the others. Owing to the definition of areas in which the normal schools may serve there are no territorial duplications in the extension activities of these institutes. The general extension services of the university and the college are in open competition with each other. A third competitor, in the district which it serves, it the Bellingham Normal School, owing to general extension work which it maintains without authorization of law.

STATUTORY AND WORKING RELATIONS AMONG EXTENSION DIVISIONS

	State University	State College	State Normal Schools
1. Is an extension division maintained?	yes	yes	yes
2. Form of relationship among extension divisions:			
a) statutory	none	none	none
b) organized council, but not statutory	none	none	none
c) occasional conference, not organized or recurring with regularity	none	none	none
3. Activities maintained:			
a) class instruction	yes	yes	yes
b) correspondence instruction	yes	yes	yes
c) lectures	yes	yes	yes
d) club study	yes	yes	yes
e) other activities	see text	see text	see text
f) joint projects	none	none	none
4. Amount of credit allowed toward diploma or degree	no announced rules	½ toward master's degree	¼ toward any course
5. Agreements as to:			
a) distribution of area	none	none	defined by regulation of state board
b) distribution of activities	none	none	none
c) mutual recognition of courses offered	none	none	developing uniformity
d) amount of credit toward diploma or degree	none	none	by regulation of state board
e) other matters	none	none	none

SECTION 4. SERVICE RELATIONS BETWEEN INSTITUTIONS AND THE PUBLIC SCHOOLS

1. What lines of public school service are being carried on by each institution and the state department of education?

The major service activities of each agency are listed in the tabular statement. It will be noted that very little service work of any kind is being carried on and that there are few duplications of effort.

The most distinctive service of the university is that provided under the Gatzert Foundation, supported from a private endowment fund. It maintains a child welfare clinic and also engages in research work.

The public high schools in Washington are inspected and accredited by the state department of education. The secondary schools, which are not a part of the public school system and which apply for accredited status, are inspected by representatives of the University.

Neither the university nor the state college has plans or funds for the visitation of secondary schools for the improvement of curricula or instruction. Representatives of the department of education of both institutions visit the high schools as occasion affords, giving such counsel about instructional problems as may be sought, and conferring with prospective collegiate students. The university has no plan for providing commencement speakers. Each member of the faculty accepts such invitations as he desires. The state college sends a list of commencement speakers and topics to these schools and has a standardized schedule of fees.

The normal schools serve the elementary schools in their respective districts as fully as time and funds permit. The service is confined chiefly to promoting and supervising work in the elementary school subjects. (For list of activities see page 168.)

2. What means, if any, exist for determining from time to time the total service which the educational agencies should provide for the schools, and for allocating appropriate lines of service to each of the agencies?

No provision has been made in Washington for determining a service policy, except that the normal schools are expected to confine their efforts to the schools in the districts defined by the state board of education, for extension work.

3. Is there a plan for coördinating the service work of the agencies?

No plan exists in Washington for coördinating the service work of the agencies.

Summary.—There are no implications of significance to the present study in the service activities of the institutions. The problem is to develop a service policy for the state in order to lay the foundation for non-competitive relations between the institutions and the schools.

SERVICE RELATIONS BETWEEN INSTITUTIONS AND THE PUBLIC SCHOOLS

	University	State College	State Normal Schools	State Dept. of Education
1. Maintain bureau of educational research	no	no	no	no
2. Conduct surveys:				
a) educational	no	no	no	no
b) financial	no	no	no	no
c) building	no	no	no	no
3. Check new building plans	no	no	no	no
4. Administer:				
a) educational tests	no	no	yes	no
b) psychological tests	no	no	yes	no
5. Distribute testing material	no	no	no	no
6. Diagnose obscure mental and physical cases	yes see text	no	no	no
7. Promote subjects:				all in
a) art. *b*) music	none	c, S.L.		general
c) home economics. *d*) drama	.....	f, S.L.	see text	c, S.H.
e) commerce. *f*) agriculture	.....	.....	.....	f, S.H.
g) industry. *h*) physical education	.....	.....	.....	g, S.H.
8. Supervise school work in:				all in
a) art. *b*) music	.....	.....	.....	general
c) home economics. *d*) drama	none	none	see text	c, S.H.
e) commerce. *f*) agriculture	.....	.....	.....	f, S.H.
g) industry. *h*) physical education	.....	.....	.....	g, S.H.
9. Promote movements:				
a) go to school	.....	.....	.....	.....
b) health. *c*) thrift	none	none	none	none
d) garden. *e*) Americanization	.....	.....	.....	.....
10. Visit elementary schools to improve curriculum and instruction	no	no	yes	no
11. Visit high schools to:				
a) improve curriculum and instruction	see text	see text	no	yes
b) obtain students for instruction	see text	see text	no	no
c) Inspect for accreditation	see text	no	no	yes
12. Lead debating league	no	no	no	no
13. Provide commencement speakers	see text	yes	no	no
14. Distribute visual educational materials	no	yes	yes limited amount	no
15. Provide library reference service	no	yes	no	no
16. Other services	none	none	none	none except legal

SECTION 5. ARTICULATION BETWEEN THE HIGHER EDUCATIONAL INSTITUTIONS AND THE HIGH SCHOOLS

The following general laws concerning the entrance requirements to the state institutions are now in effect:

The State Board of Education shall have power, and it shall be its duty to approve the preparatory requirements to the University of Washington, the State College, and the State Normal Schools of Washington.[45]

Requirements for entrance to the University, State College and the State Normal Schools shall not be less than graduation from a four year accredited high school, except for persons twenty-one years of age or over and for students in elementary science departments.[52b]

The following legislation was enacted in 1913 regarding entrance to the university:

The University of Washington shall begin its course of study in the Liberal Arts and Sciences at the places where the same are completed in the public high schools of the state, as far as practicable. No student shall be admitted to the University of Washington who shall have less than graduation from a four year accredited high school except persons twenty-one years of age or over, and students registering in extension work, short courses, and summer sessions. No student shall be admitted except upon examination satisfactory to the university or upon credentials from those public schools and other educational institutions whose course of study meet the approval of said university.[53]

The special law concerning entrance to the state college is as follows:

No student shall be admitted except upon examination satisfactory to said college; Provided, however, that students shall be admitted without examination upon presentation of certificates from those public high schools and other educational institutions in this state whose courses of study shall have been approved by said faculty of the state college and accredited by the State Board of Education; Provided that said faculty shall have the power to specify the preparatory requirements for admission to any department or college in the State College.[54]

The legal requirements for entrance to the normal schools are as follows:

No person shall be admitted to any State Normal School as a student who has not attained the age of sixteen years, if a male, or fifteen years, if a female, nor until by an entrance examination or otherwise he or she shall have established the fact that he or she is qualified to enter some one of the grades or courses provided for in the course of study.[55]

1. Is there a plan whereby the higher educations may coöperate with each other and with the high schools in determining entrance requirements?

There is no definite plan in Washington to secure such coöperation.

2. What are the present entrance requirements of each institution?

The present plan of admission to the university is distinctive and justifies detailed presentation. In the spring of 1921, when it appeared that the university would not be able to accommodate all those who desired to enter, the president invited the high school principals to a conference in order to determine the best plan of meeting the situation. The present requirements are the outcome of the conference.[56]

A graduate of a four-year secondary school whose course has covered the subjects hereafter listed will be admitted upon the recommendation of his principal. The scholarship standard for entrance is a grade of 80 or higher in at least two thirds of the subjects accepted for graduation and for entrance to the university. The scholarship requirement will be imposed by succeeding stages until the fall of 1925 when it will be operative for all entrants.

Freshman standing in the university will be granted to any student who has met the general requirement and completed the following courses:

(*a*) 3 units of English.
(*b*) 1 unit of algebra.
(*c*) 1 unit of plane geometry.
(*d*) 3 units selected from one of the following groups, or 2 units if 3 units of mathematics are presented.
  (1) Foreign language.
  (2) History, civics, economics.
  (3) Physics, chemistry, botany, zoology, general biology, physical geography, geology, physiology.
(*e*) 2 units in subjects presented in the above groups (1)–(3) 5 units selected from subjects accepted from an approved high school for its diploma. (There are certain limitations and qualifications not reproduced here.)

The specific subjects recommended for admission to the several colleges are as follows:

Colleges of Liberal Arts and Science.
  3 units English.
  1 unit algebra.
  1 unit plane geometry.
  2 units in one foreign language.

Curriculum Preparatory to Medicine.
  Same as above, and, in addition:
  1 unit U. S. history and civics.
  1 unit medieval and modern history.
  1 unit physics.

Curriculum for Nurses.
  Same as above, except physics is eliminated.

Colleges of Education and Fine Arts.
Same as liberal arts and science, and, in addition:
1 unit of physics, chemistry, botany or zoology.
1 unit in history.

College of Business Administration.
Same as liberal arts and science except:
2 units history, instead of 2 units foreign language.

Colleges of Engineering and Mines.
3 units of English.
1½ units elementary and advanced algebra.
1½ units plane and solid geometry.
1 unit physics.
½ unit shop work.

College of Forestry.
Same as engineering except:
1 or ½ unit of botany instead of ½ unit shop work.

College of Pharmacy.
For the three-year course:
3 units English.
1 unit plane geometry.
1 unit algebra.

For the four-year course:
Same as above, and, in addition:
2 units in one foreign language.
1 unit in one of the following: physics, chemistry, botany, zoology, physiology, general biology, with satisfactory amount of laboratory work.

Anyone who is a graduate of a four-year high school accredited by the state board of education may enter any college or school of the state college without condition.

The general requirement for entrance to the normal schools is completion of a four year accredited high school course. Applicants who have not completed the high school but who are twenty-one and who hold a second grade certificate and who have had five years teaching experience may be admitted provisionally as first year students.

3. Is there a plan for the entrance of the Smith-Hughes groups?

None of the institutions has announced a plan for the entrance of these groups from the secondary schools. In those high schools where the courses offered under the Smith-Hughes Act are an integral part of the curriculum, the problem takes care of itself for prospective entrants to the college or to the normal schools, as these institutions have no specific subject requirements for admission.

4. Are studies of individual differences being made as an aid to the enrollment and classification of students?

No such studies are being carried on in Washington.

5. Are studies being made of the overlapping of high school subjects and courses offered by the higher educational institutions?

No such studies are being made.

Summary.—No scientific attempt is being made in Washington to articulate the work of the high schools with the higher educational institutions. An excessive amount of state legislation regarding entrance requirements has been enacted. As stated in chapter 2, it is held that articulation cannot be brought about by either legislation or regulation.

ARTICULATIONS BETWEEN THE HIGHER EDUCATIONAL INSTITUTIONS AND THE HIGH SCHOOLS

	University	State College	State Normal Schools
1. Is there a plan for coöperation in determining entrance requirements:	(For the laws governing the entrance requirements	to the institutions see text)	
a) among higher institutions	no	no	no
b) between higher institutions and the high schools	informal see text	informal	informal
2. Requirements for entrance from accredited high schools:			
a) without examination	yes	yes	yes
b) number of high school units	15	15	15
c) must high school program include certain subjects	yes	no	no
d) are same subjects required for all departments in the institution	no	yes	yes
3. Requirements for entrance from non-accredited high schools and schools in other states:			
a) by written examination	yes	yes	yes
b) by acceptance of rating of the state	yes	yes	yes
c) by other means	.....	.....	see text for admission of experienced teachers
4. Is there a plan for the entrance of Smigh-Hughes groups from the high schools?	no	no	no
5. Are studies of individual differences being made as an aid to the enrollment and classification of students?	no	no	no
6. Are studies of overlapping of high school and higher education courses being made?	no	no	no

IV. The Joint Board of Higher Curricula

Section 1. Provisions for the Board

Establishment.—The commission of educational survey of 1916 which recommended that the major lines of work which each higher educational institution should develop be defined by statute, also advised that permanent provisions be made for coördinating the activities of the several institutions by any one of the following means:

1. Joint meetings of Boards of Regents, or
2. Extension of the functions of the State Board of Education, or
3. Creation of a State Council of Education.[15c]

The outcome was the code of 1917 which defined the major lines of work which each institution might pursue and which established the joint board of higher curricula.[14] In 1921, the portion of the code relating to the board of higher curricula was so amended as to change radically its personnel and powers.[57]

Composition.—The board was composed, from 1917 to 1921, of nine members: the president of the university and two regents of the university, chosen by the board of regents; the president of the state college, and two regents of the college, chosen by the board of regents; the president of one of the state normal schools, selected by the presidents of the normal schools; and one trustee from each of the boards of trustees of the other two normal schools, selected by their respective boards of trustees. The selected members of the board were to hold office for two years.[14]

The law of 1921 provided for a board of seven members: the president of the University of Washington, the president of the State College of Washington, the president of one of the state normal schools selected by the presidents of the state normal schools and four citizens of the state of Washington who are in no way connected with institutions of higher learning. The selected members were to be appointed by the governor and to hold office for two years.

The appointed members are all citizens of the first rank and include an efficiency expert, a realty dealer, and two lawyers. Political considerations apparently have not entered into the selection of members.

Powers and Duties.—From 1917 to 1921 the board was authorized to:

1. Consider matters of efficiency and economy in the administration of the institutions for higher education and make recommendations to the boards of regents and trustees of the several institutions.

2. Survey the cost of institutions, investigating the enrollment, attendance, cost of instruction and reporting bi-ennially to the governor as to: courses of study pursued in each institution, detailed cost per student of operation and maintenance of the various courses of study.

3. Report to the governor such other matters as the board may deem necessary.

4. Authorize no new major line of instruction in any of the institutions without approval of six members of the board.[14]

Such were the powers of the board as defined in the act under which it was created. Attached to the mill tax act was a provision to the effect that the joint board of higher curricula should:

Recommend such changes as deemed necessary and proper for readjusting the mill tax levy by the legislature of 1921.

The major emphasis in the law of 1917 is placed upon obtaining a basis of fact for changes in the tax levy. The consideration of curricula problems, as such, occupies a subordinate position in the act.

In 1921, section 4745 of the code, which related to the board of curricula and included all items except the one attached to the appropriation measure of 1917, was amended, striking out all reference to function and reconstituting the board as already stated.[57] The appropriation act of 1921 made similar provisions for recommendations in changes of rate by the board of higher curricula as provided in 1917.

The reconstituted board sought the opinion of the attorney general as to its powers and duties. The opinion rendered July 30, 1921, here follows:

You have requested the opinion of this office with respect to the official duties of the Board of Higher Curricula.

The Board was created by section 12, chapter 10, laws of 1917. Section 12 consists of three paragraphs, the first establishing the membership, the second the time, and place of meetings, and the third the powers and duties of the Board. The section was amended by chapter 85, laws of 1921, which changes the membership from nine to seven members, and makes a further change in their qualifications.

In the amendatory act, however, only the first paragraph of the original section is set out, so that under the ordinary rule of statutory construction, the second and third paragraphs are repealed. We therefore have the situation of an official board with no prescribed statutory duties or powers. We cannot assume in this case that the legislature inadvertently omitted the two paragraphs, and we must take the amendatory act as we find it.

The rule of statutory construction applicable is well stated in 25 R.C.L., at page 923, where it is said:

"Where a section expressly amendatory of another section of a statute purports to set out in full all it is intended to contain, any matter which was in

the original section but is not in the amendatory section is repealed by the omission."

See also State ex rel. McMillan v. Hills, Wash. 175.

To construe chapter 85 supra, as amending the first paragraph of section 12, supra, permitting the remainder of the section to stand, would be to disregard the provision of Section 37, article 2, of the constitution which requires sections as amended to be set forth in full.

It might be well to point out that the difficulty that arises by reason of the failure of the legislature to provide specific duties for the board is more apparent than real. The board has heretofore acted in a purely advisory capacity except as to the approval of new courses and lines, and there is no reason why it should not continue to do so.

We also call your attention to the provision of chapter 142, laws of 1921, which requires the board to make certain specific report to the legislature of 1925. Necessarily meetings must be held to consider the questions of levies and to investigate conditions before such a report could be made.

Yours very respectfully,

(Signed) L. L. Thompson, Attorney-General.[58]

Thus, Washington now has a joint board of higher curricula with no powers whatsoever, and with the one duty of recommending to the governor changes in the tax levy for 1925.

Section 2. The Problems of Co-ordination Summarized

The general character of the problems of coördination and the detailed issues involved which have been presented fully in previous sections may be summarized as follows, under three divisions:

1. Definition of policies and curricula:

a. By legislative action in 1917, the major lines of work which each institution might develop were stated in full. Duplications in major lines were authorized in the University and the State College in liberal arts, pure science, pharmacy, mining, civil, electrical, mechanical and chemical engineering and in the training of high school teachers, school supervisors, and school administrators. As the decision of the legislature in such matters is, of necessity, final, there is no question as to whether or not these duplications may be permitted. The work of coördination as to policy relates to the development of new lines of instruction.

b. The law defines a major line as one which is to be developed to its fullest extent and which leads to a degree. This definition may lead to serious duplication not authorized either by law or official ruling. For example, the State College, although not authorized by law to develop commerce as a major line, might offer a sufficient variety and range of commercial courses in its department of economic science and history in the College of Sciences and Arts to constitute a well-rounded major in commerce. The difference between such a major in the College of Sciences and Arts and a curriculum in the College of Business Ad-

ministration in the University might be purely factitious. The possibility of such a development is more than imaginary. Expansion by this method might come in journalism, architecture, and forestry. It is more likely to occur in the State College than in the University because of the more inclusive program of the latter institution. As a matter of fact, there are evidences to indicate that this is going on in all the lines mentioned.

2. Relations among institutions:

a. In general, in 1917, the relations between the University and the State College could be characterized by such terms as suspicion and even hostility. The chief problem of coördination is bringing about harmony and good-will between these two institutions, without which it will be utterly impossible to develop the working relations hereafter suggested.

b. In the training of teachers, the University and State College carry forward their programs with no reference to each other. Coöperation is developing among the normal schools but not between these schools and the two institutions previously named. The problems of coördination in this enterprise are the same as in Alabama and Oregon and include establishing working relations in planning curricula, determining standards for qualifications of instructors and advancing the cause of public education through fostering improved legislation.

c. In the extension field the problems of coördination are practically the same as in Alabama and Oregon and include the determination of an extension policy and the establishment of working relations among the extension divisions.

d. In the service work for the public schools the problems are the same as those in Alabama and Oregon and include the determination of a service policy and the development of working relations among the institutions concerned.

3. Articulations between the institutions and the high schools:

a. The problems of articulation between the institutions and the high schools are of the same nature as in Alabama and Oregon. Articulation by regulation is the characteristic feature of the present plan. Studies of individual differences should be made as an aid to the enrollment and classification of students as well as studies of overlapping of courses offered by the institutions and the high schools.

A less immediate, but very important problem in coördination is to amend the statutes so as to bring about a parity in the status and control of the institutions.

Section 3. The Work of the Joint Board of Higher Curricula

The work of the board up to the time of its reorganization in 1921 is presented in condensed form in the following paragraphs.[59]

Survey of Institutions.—At its first meeting held October 1, 1917, a resolution was passed to the effect that each institution be required to take a census including: total enrollment of all regular, special, and other types in the institutions as a whole; enrollment in each professional and major academic curriculum, and enrollment in each course at the end of the second, third, and fourth weeks of instruction in the first regular term. In October, 1918, the board adopted standards covering: methods of classifying attendance; methods for organizing comparative tables; and, procedure in financial accounting and reporting.

The board has given far more time and attention to the problems incident to these technical matters than to anything else, owing to the necessity of establishing a fact basis upon which to determine recommendations for changes in the mill-tax levy. In the absence of technique of procedure in such matters for higher educational institutions the available experts have focussed their efforts upon these things with the result that Washington certainly now possesses more trustworthy comparable information regarding the administration and costs of her institutions than any state in the union.

Standards for Teaching and Student Loads.—The board in October 1918 agreed upon the standard load for teachers and for students in the several institutions, and also defined "credit hours."

Recommendations—Mill-Tax.—In conformity with the requirements of the law, the board on October 18, 1920 voted to recommend the following rates for the several institutions:

University of Washington	1.355 of a mill
State College	.82 of a mill
Bellingham Normal School	.23 of a mill
Cheney Normal School	.17 of a mill
Ellensburg Normal School	.14 of a mill
Centralia Normal School	.12 of a mill

It will be noted by referring to previous sections, that the legislature did not act favorably upon these recommendations. In each case the proposed levy was reduced.

Teacher Training.—Upon authorization of the joint board a conference held in October, 1920, to discuss problems of teacher training. The conference was attended by the deans of education of the university and the state college and the presidents of the normal schools.

The conference submitted seven recommendations to the joint board. One of these was to the effect that the board of higher curricula consider the matter of training elementary and high school teachers with a view of determining the functions of the different institutions in teacher training. Consideration of this recommendation was deferred. Six of the recommendations of the conference related to the examination and certification of teachers, and were adopted by the board after minor changes had been made. The records of the board reveal no further official consideration or action regarding the problem of training teachers in Washington.

New Major Lines.—On October 7, 1918, the board authorized the university and the state college to establish a professional course in nursing.

Since the reorganization of the board in 1921 its efforts have been limited to the "survey of the institutions," looking toward increased efficiency in fiscal and administrative matters, and recommending changes in the mill tax rate for 1925.

Section 4. Summary and Evaluation of the Work of the Joint Board of Higher Curricula

With reference to the problems of coördination stated on page 175 the work of the joint board may be summarized and evaluated as follows:

1. In defining policies and curricula:

   a. Since its establishment the board has authorized but one new major line—a professional course in nursing—in the University and the State College. The board now has no authority in determining major lines.

   b. The degrees to which courses might be developed, when not authorized as major lines, has not been considered by the board. The board has never had direct authority over such matters, but could submit recommendations.

2. In bringing about harmonious and coöperative relations among institutions.

   a. The board itself reports that its work "has been exceedingly valuable to the institutions concerned. It has fostered discussion of common problems and led to harmonious action, which will foster efficiency and economy. Standards of education have been made common by elevation to the practices having the best and widest acceptance."[60] There is every reason to believe that this is an accurate statement of the general results of the work of the board.

   b. The board organized one conference on the problems of training teachers, and entertained favorably the recommendations of the conference regarding the examination and certification of teachers. It has

not established the relations among the teacher training agencies which have been indicated as desirable. The board has never had specified power in this regard but could submit recommendations.

c. The board has given no consideration to the development of an extension policy. It has never had specified authority in the extension field but could submit recommendations.

d. The board has given no consideration to the development of a service policy for the schools. It has never had specified authority in this field but could submit recommendations.

3. In developing articulations between the institutions and the high schools:

a. The board has given no consideration to the relations between the institutions and the high schools. It has never had specified authority in this field, but could submit recommendations.

The board has made no suggestions regarding amendments to the laws under which the several institutions operate,[6] looking toward establishing a parity in status and control.

If the work of the joint board of higher curricula were to be evaluated upon the basis of its effectiveness in devising and putting into effect uniform systems of student and financial accounting and the like, and in assembling and exhibiting comparable institutional data, it would indeed rank very high.

REFERENCES

[1] Laws, Territory of Washington, 1855, page 8.
[2] *Ibid.*, 1858, page 40.
[3] *Ibid.*, 1860, page 4.
[4] *Ibid.*, 1861–1862, page 43ff.
[5] Laws of Washington, 1890, page 395.
[6] Laws, Territory of Washington, 1862, page 45.
[7] Laws of Washington, 1887, page 241.
[8] *Ibid.*, 1889–1890, page 398.
[9] *Ibid.*, 1911, page 340.
[10] *Ibid.*, 1917, page 338.
[11] *Ibid.*, 1921, page 142.
[12] *Ibid.*, 1893, page 296.
[13] Remington's Compiled Statutes, 1922, section 4545.
[14] Laws of Washington, 1917, page 34.
[15] A Survey of the Institution of the State of Washington, U. S. Bureau of Education, number 26, 1916. [15a] *Ibid.*, page 89. [15b] *Ibid.*, page 104. [15c] *Ibid.*, page 122.
[16] The Legal Status of the Functions of the State College of Washington, E. A. Bryan (no date or publisher listed, copy in New York Public Library).
[17] The Functions of the University of Washington and the State College of Washington shown from Federal and State Laws, J. T. Condon, Bulletin of the University of Washington, number 104, October, 1916. [17a, b] *Ibid.*, page 11. [17c] *Ibid.*, page 19.

[18] Laws, Territory of Washington, 1867, page 114.
[19] *Ibid.*, 1863–1864, page 30.
[20] *Ibid.*, 1864–1865, page 32.
[21] Laws, Washington, 1889, page 260ff.
[22] *Ibid.*, 1891, page 334ff.
[23] *Ibid.*, 1905, page 83.
[24] *Ibid.*, 1909, page 243ff.
[25] *Ibid.*, 1917, page 38.
[26] United States Statutes at Large, 25, page 681.
[27] Laws, Washington, 1889–1890, page 278ff.
[28] Report, State Superintendent of Public Instruction, Washington, 1892, page 145.
[29] Laws, Washington, 1889–1890, page 281.
[30] *Ibid.*, 1893, page 50.
[31] *Ibid.*, 1895, page 56.
[32] Report, State Superintendent of Public Instruction, Washington, 1890, page 30.
[33] Laws, Washington, 1895, page 430.
[34] Report, State Superintendent of Public Instruction, Washington, 1892, page 64.
[35] Laws, Washington, 1893, pages 254, 255.
[36] *Ibid.*, 1917, page 35.
[37] *Ibid.*, 1893, page 254ff.
[39] Constitution of Washington, 1889, article VIII, section 1.
[40] Remington Compiled Statutes, 1922, sections 4545 to 4566.
[41] *Ibid.*, sections 4567 to 4603.
[42] *Ibid.*, sections 4604 to 4620.
[43] Code of Public Instruction, Washington, 1897, sections 28, 29.
[44] Minutes Printed in the Biennial Report of the Superintendent of Public Instruction.
[45] Laws of Washington, 1909, page 236.
[46] *Ibid.*, 1915, page 398.
[47] Catalog, Ellensburg Normal School, 1921–1922.
[48] The Normal Seminar, Cheney, 1921–1922.
[49] Catalog, Bellingham Normal School, 1921–1922.
[50] Catalog, University of Washington, 1921–1922.
[51] Catalog, Washington State College, 1921–1922.
[52] Laws of Washington, 1917, page 507. [52a] *Ibid.*, page 509. [52b] *Ibid.*, page 34.
[53] *Ibid.*, 1920–1921, page 653.
[54] Remington Compiled Statutes.
[55] *Ibid.*, section 4620.
[56] Bulletin of the University of Washington, Entrance Information, May, 1921.
[57] Laws of Washington, 1920–1921, page 142.
[58] Third Biennial Report of the Joint Board of Higher Curricula, Washington. part 1, 1920–1921, pages 4, 5.
[59] First, Second and Third Biennial Reports of the Joint Board of Higher Curricula, Washington, published 1919, 1921, and 1922; also unpublished minutes of the board, mss. form in the custody of the secretary, E. B. Stevens, University of Washington.
[60] *Ibid.*, First Biennial Report, 1919, page 7.

CHAPTER VI

SUMMARY AND CONCLUSIONS

I. Conditions in the Three States

As the activities of each supplementary board have already been presented, the essential features common to the three boards under review should be considered in order that a general evaluation may be made of the supplementary board as a coördinating agency.

Definition of Institutional Functions.—In the states under review the tendency has been to establish each institution without defining or describing its essential functions as differentiated from the others. The Alabama Technical Institute and College for Women is an exception, as its functions have been defined in each of the several acts relating to it. In Washington, while the functions of the university and the state college were described in the laws, the phraseology was such as to lead to radically different interpretations, thus occasioning the recent act specifying the major lines of work each institution might pursue.

Location of Institutions.—In founding thirteen of the sixteen institutions in the three states, opportunity has been afforded for sectional support and partisanship, by inviting or accepting land, buildings, or funds from communities as a bonus for obtaining the institutions.

Government.—In the determination of the form of government for each institution, there is but slight evidence to indicate that consideration has been given to building, by degrees, a system of higher education in the states, composed of schools and colleges having organic relations to each other. In Alabama, while the legislature has given the trustees of newly established institutions power to relate them to those already in existence, the opportunities for building a state system have not been embraced.

The movement to establish organic relations among normal schools is making progress. In Alabama these schools have been placed under one board, and in Washington, while each school is under a separate board of control, a single state board determines the courses of instruction which may be offered.

Legislation.—There are marked differences in the constitutional and statutory provisions for the state institutions as to assurance of continuity for existence and government and control. These differences do not lend themselves to reasonable explanation and are apparently due to haphazard formulation. As a whole, the differences do not result in giving one type of institution—university, agricultural college or normal school—potential advantages over the others.

Rivalries and Duplications of Curricula.—In each state under review there is a university and a separate "land-grant" college. There has been keen and unfriendly rivalry between these institutions for students, funds and supremacy in certain duplicated fields of instruction. The "land-grant" colleges have developed not only agricultural and mechanical arts instruction under the Morrill Act, but many other lines formerly limited to the universities justified by the clause of this act, "without excluding other scientific and classical studies." The duplications of curricula occurring most frequently are in engineering, commerce, journalism, liberal arts and the training of general high school teachers.

Judging from the developments which have taken place in the "land-grant" colleges during the past twenty years, it appears that the only important distinctive types of work offered by the universities which these colleges do not contemplate undertaking are law, medicine and dentistry.

With the exception of Oregon, there have not been acute points of difficulty among the normal schools. Coöperation among these schools is rapidly developing and concerted action is not unusual. There are indications in Washington and Alabama, that the normal schools are uniting not only to strengthen the whole enterprise of training teachers, but to obtain a greater degree of recognition from the states and particularly from the universities.

Professional Preparation of Teachers.—In the preparation of teachers and educational leaders, with the exception above noted, there is practically no coöperation in the states among the teacher training agencies in planning curricula, determining standards or advancing the cause of education through promoting improved legislation.

Extension Activities. — Extension work has been developed by meeting pressing needs as they have arisen and as funds have been made available. No consideration has been given in the states to constructing a program of extension activities in which each institution might share. No joint projects of any kind are maintained. No councils exist for coördinating the efforts of the extension divisions. In Washington and Alabama the extension divisions of the normal schools serve in clearly defined areas, thus eliminating competition.

Services Rendered to Schools.—No one of the three states has plans for determining, from time to time, the total service which the institutions should provide for the schools, or for allocating appropriate lines of service to each of the institutions. When one institution has discovered a needed line of work and perfected the mechanism for carrying it on, there has been a marked tendency for other institutions in the same state to start a similar enterprise thus resulting in an over supply in some fields and none in others.

Articulations with Secondary Schools.—With the exception of the provision in Washington, empowering the state board of education to approve the requirements for entrance to all the higher educational institutions, there are no plans in these states whereby institutions may coöperate with each other and with the secondary schools in determining entrance requirements. Formerly, in the three states, the university representatives visited the high schools for purposes of accreditation. This is now done by the state department of education. Now none of the higher educational institutions have any official contacts with the secondary schools. No studies of individual differences are being made as an aid to the enrollment and classification of students. The overlapping of courses offered by the secondary schools and the institutions has not been made a subject of inquiry.

Summary.—In the three states under consideration there is no historical basis for coördination of effort. Institutions have been established and governed with no reference to creating gradually a system of higher education composed of schools and colleges having organic relation to one another. The movement to unify and centralize the control of normal schools is making progress. In practice, each institution has carried on its work with but incidental reference to the others. As institutional traditions and practices tend to foster isolation and competition the public demand that coöperation and harmony shall exist among institutions will be exceedingly difficult to meet and will require years of patient effort.

II. Results Attained by the Supplementary Boards

Evaluation of a Coördinating Agency.—An agency created to coördinate the work of institutions for higher education in a state may be evaluated in the light of its proven or prospective effectiveness in:

(1) Bringing into being a comprehensive state policy in higher education with no unnecessary duplications of curricula.

(2) Establishing harmonious and coöperative working relations among the several institutions in carrying forward instruction and otherwise serving the state.

(3) Developing proper articulations between the higher educational institutions and the schools.

Results Attained.—With the exception later noted regarding Washington the results attained by the three supplementary boards whose activities have been reviewed are not impressive, except as they bring into distinctive relief the apparent futility of expecting constructive action by means of boards thus organized.

The Alabama state council of education, although created almost three years ago, has held but two meetings. Its only action has been to appoint two committees and to resolve that it intended to meet the board of trustees of the Alabama Technical Institute and College for Women to discuss the future policy of this institution.

The Oregon board of higher curricula has been in existence for about thirteen years. Its activities have been limited to considering problems of duplications of curricula. Its chief constructive act was in centering all instruction in engineering in one institution, thereby eliminating the conflict and waste which had been going on for years. During the life of the board, however, duplications of sufficient import to constitute serious problems have developed in the work of the university and the state college in commerce and journalism and are in process of development in the liberal arts and in education.

The Washington joint board of higher curricula has been in existence for about five years. Under the first item, it has authorized professional courses in nursing to be offered in the university and the state college. Under the second item, it organized one conference on the training of teachers. None of its activities fall under item three.

In considering this board it is essential to bear in mind that the major lines of work which each institution may pursue have been defined by statute and that duplications in a number of professional curricula have been legally authorized; also, that in the law creating the board emphasis was placed upon the continuous survey of the institutions, census taking and fiscal and financial matters. These responsibilities have been fully met by the board. As an agency designed to unify the work of institutions in the ways described, the board would indeed be rated as very successful.

Apparent Reasons for Meager Results.—The Alabama state council of education is composed entirely of *ex officio* members, all of whom have intimate connections with the institutions, except the state superintendent of education and the governor—both elected officers. The council possesses only advisory powers. It has no funds at its dis-

posal and consequently cannot employ clerks, research agents, or advisers. Having no power it follows that it has no responsibilities for which it can be held accountable. Having no funds it must depend upon the incidental services of those employed for other purposes. As the friends of each Alabama institution measure its success in terms of increased influence, enrollment, and the expansion and improvement of the physical plant, it cannot be expected that the executive heads of the institutions, when serving on the council, will assume the initiative in devising and executing a state policy in higher education which would subordinate each institution to a single comprehensive plan. The apparent reasons why this council has not proved to be a success include its composition, lack of power, funds, and staff.

The Oregon board is composed of appointed members, none of whom have ever been connected with any of the state institutions. This is a strong point in its favor as it can approach its problems without institutional prejudices. Its work is limited by statute to approving courses of study in the University and the State College and deciding what courses shall not be duplicated in these institutions. It is not legally competent to consider, even though it desired to do so, the problems in Oregon which fall under items two and three. It has no funds at its disposal for conducting investigations or for employing an executive officer. It therefore bases its action largely upon the facts and arguments presented by the executives of the institutions. There is no case on record where the Oregon board has declined a request from either institution for a new department of instruction or curriculum. To bring about coördination among the Oregon institutions—as coördination is herein defined—would require an extension of the powers of the board, inclusion of the normal school as an institution for higher education, and funds for carrying on investigations and employing an executive secretary.

Before the amendment of 1921, the Washington joint board of higher curricula was composed of members all of whom were charged with large responsibilities as executives or board members of the state institutions. The comments upon this type of board in Alabama apply with equal force to Washington. Up to 1921 the powers of the board, in so far as they related to educational coördination, included issues under item one. As amended in 1921, the board has no power concerning issues under items one, two, or three. This board resembles an efficiency commission, dealing largely with fiscal and administrative problems. The balance of power in the board is now held by the four appointed members. It has no funds and no staff. To serve as a coördinating agency, in dealing with educational problems, its powers would have to be enlarged.

III. Suggestions for Organizing Supplementary Curricula Boards

It is not within the province of this study either to advocate or oppose the creation of supplementary boards as coördinating agencies. If a state desires to attempt a coördination of the work of its higher educational institutions by means of such an agency it would seem, in view of the experience of Alabama, Oregon, and Washington, that the following provisions should be made:

1. That there should be a clear cut division of responsibility between the supplementary board and the several institutional boards.
2. That the board should be composed of appointed (or elective) members having no connection with any of the institutions.
3. That all the higher educational institutions, including the normal schools, should be under the purview of the board.
4. That its powers should be sufficiently broad to accomplish the ends desired without the hampering necessity of periodic special legislation.
5. That it should be provided with a budget and empowered to employ clerks, research agents and an executive secretary.
6. That it should be free to submit recommendations to the several institutions relative to any issue germane to the general problems of coördination.

These suggestions are discussed in the paragraphs which follow.

Division of Responsibility.—The supplementary board should have power to:

1. Enact rules and regulations governing its relations to and mode of procedure in dealing with the several institutions.
2. Employ clerks, research agents, and an executive secretary.
3. Organize the necessary advisory councils.
4. Determine the curricula and departments of instruction which each institution shall organize and develop. (It is not proposed, however, that the supplementary board have the power to determine what courses of instruction shall be offered in the departments of the several institutions.)

The several institutional boards would retain all of their usual powers in the administration of the institutions, including the employment of faculties, expenditure of funds, conferring diplomas and degrees, setting fees, and the like. The one important responsibility which the institutional board would lose, and which would be virtually transferred to the supplementary board, is the determination of function. The importance of the determination of function in the life and development of any institution is self evident. It remains to be demonstrated that an institution can be strong and serve the state acceptably without at least certain powers of self determination.

Composition of Board.—There is little likelihood that boards composed of executives of institutions and members of boards of regents will be able to dissociate themselves sufficiently from their immediate institutional responsibilities to devise and execute a unitary state policy for higher education, allocating to each institution those types of work which seem most appropriate. A board composed entirely of appointed members having no connection with any state institution is therefore advocated. The members of such a board might be appointed by the governor or elected by the people. A board of five is sufficiently large to represent the varied interests and points of view of most states.

Powers.—The powers conferred upon the supplementary board should be sufficiently broad to make it possible for it to deal with any situation related to the problems of coördination. Such problems vary from time to time. New and unforseen issues are sure to arise. The type of legislation which states the powers and duties of boards in general terms looking toward the accomplishments of stated objectives is favored, as compared with the type of legislation which states powers and duties in specific terms. The sort of legislation, enacted by Washington in 1917, defining the meaning of the term "major line" and specifying the major lines which each institution may develop, is particularly hampering, for it prevents changes except through pressure brought upon the legislature.

Budget and Staff.—To do effective work it will be absolutely necessary for a supplementary board to have a budget and to be authorized to employ all necessary assistants and an executive secretary. To be sure, the experts in the employ of the institutions could be used to a certain extent in conducting investigations. As a policy, however, this is of questionable merit. It is exceedingly difficult for institutional representatives to obtain and present facts, upon which may hinge the destiny of certain of their departments, without inclining toward a presentation unduly favorable to the institution. The inability of the Oregon board of higher curricula to handle the issue in journalism in a satisfactory manner was due—in large part—to the fact that the board had at its disposal only facts and arguments from the institutions concerned. It had no body of data as to the number of journalists needed in Oregon, the possibility of conducting schools of journalism successfully in small towns, the possibility of employing and retaining competent teachers for two schools of journalism, the cost of maintaining two schools, or the possibility of the two institutions uniting in the support of a single school of journalism in one of the cities. It lacked similar data in commerce and in education. The one lesson which stands out most clearly from the study of the

work of the three boards, is the utter impossibility of constructive action in the absence of thoroughgoing and accurate data. Such data can be accumulated and organized only by trained specialists.

Coördinating the work of the institutions for higher education in a state is a task of sufficient magnitude to require the full time services of an officer. Such a secretary would serve as the chief source of professional counsel and advice to the board, and should execute the policies agreed upon. That he should not be connected with any institution is obvious.

The qualities which this secretary should possess include judicial temperament, ability to reconcile opposing points of view and to bring forth the coöperative rather than the competitive tendencies of individuals. The training afforded by a study of sociology, social institutions, the history of education, comparative education, and state and constitutional law would be helpful as a preliminary preparation for such a position. Experience as a teacher or administrative officer in a number of types of higher educational institutions may be regarded as essential.

G 6984 - 3PS DM

A considerable portion of the time of such an officer should be given to organizing and guiding the work of various councils. While the board itself can legislate as to institutional policies and functions, the working relationships and articulations implied under items two and three can only be developed through mutual understanding of all parties concerned. The number of councils needed will depend upon the complexity of the situation. In Oregon, for example, there should be a council for each of the following fields: Commerce, journalism, training of teachers, extension, and service work, and enrollment and classification of students. Each council should be composed of the key persons, or their representatives, concerned with the work in each institution and such other individuals as might be agreed upon. For example, the commerce council should include representatives of the school of business administration of the university, the school of commerce of the agricultural college, and two or three business men of Oregon. Its work would be to determine how the two schools could best serve the state, how to prevent harmful duplications of effort, what the content of courses should be and like problems.

Recommendations to Institutions.—In addition to the duties specified the board should be free to submit recommendations to the institutions concerning any matter germane to the problems of coördination such as the transfer of students from one institution to another, entrance requirements the addition or elimination of courses in the authorized departments of the institutions and changes in the yearly calendars.

378.1040973 L581C c.1
Leonard # The
coordination of state ins
OISE
3 0005 02073655 2

378.1040973
L581C
Leonard
The co-ordination of state
institutions for higher educa-
tion through supplementary cur-
ricular boards

378.1040973
L581C
Leonard
The co-ordination of state institu-
tions for higher education through
supplementary curricular boards

UTL AT DOWNSVIEW
D RANGE BAY SHLF POS ITEM C
39 21 01 25 14 010 3